

International Labour Conference

NINETEENTH SESSION
GENEVA, 1935

REDUCTION OF HOURS OF WORK

with special reference to :

- (a) Public Works undertaken or subsidised by Governments;
- (b) Iron and Steel; (c) Building and Contracting;
- (d) Glass-Bottle Manufacture; (e) Coal Mines

Item VI on the Agenda

Vol. IV: Glass-Bottle Manufacture

GENEVA
INTERNATIONAL LABOUR OFFICE

1935

INTERNATIONAL LABOUR OFFICE.

GENEVA, SWITZERLAND

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INTRODUCTION

The various stages in the discussion of the question of the reduction of hours of work up to the date of the Eighteenth (1934) Session of the International Labour Conference have been set out in previous Reports of the International Labour Office¹. It is not necessary here, therefore, to give more than a brief statement of the proceedings of the Eighteenth Session of the Conference and of the circumstances in which the question has again been placed on the Agenda of the Nineteenth Session.

The Eighteenth Session of the Conference, which met in June 1934, had before it a Report submitted by the Office containing the replies of the Governments of the States Members of the Organisation to a Questionnaire framed in accordance with decisions of the previous Session and the texts of two proposed Draft Conventions, drawn up by the International Labour Office and relating respectively to industry and to commerce and offices. In presenting these texts, the Office drew the attention of the Conference to certain difficulties it had experienced in framing them. These difficulties were due to the fact that the Report had had to be prepared at a time when replies to the Questionnaire had not yet been received from the Governments of a number of countries, including some of considerable industrial importance, and that several of the replies that were available indicated varying degrees of hesitancy on the part of Governments to accept a general obligation

¹ INTERNATIONAL LABOUR OFFICE *Hours of Work and Unemployment* (Report to the Preparatory Conference, January 1933), *Reduction of Hours of Work Report of the Tripartite Preparatory Conference* (International Labour Conference, Seventeenth Session, Geneva, 1933, Report V), *Reduction of Hours of Work* (International Labour Conference, Eighteenth Session, Geneva, 1934, Report I)

Cf also *International Labour Review*, Vol XXVII, No 3, March 1933 "The Preparatory Conference on the Forty-Hour Week", by Fernand Maurette, Vol XXVIII, No 3, September 1933 "The Seventeenth Session of the International Labour Conference", and Vol XXX, No 3, September 1934 "The Eighteenth Session of the International Labour Conference"

to apply the reduction of hours of work over the whole field of industrial and commercial employment

The apprehensions of the Office as to the likelihood of general acceptance of its drafts at the Conference were justified by the event. After a lengthy general discussion, the Conference decided, by 71 votes to 22, to refer the Report and drafts prepared by the Office to a Committee for consideration. The Employers' delegates (with the exception of the Italian Employers' representative) declined, however, to take part in the work of this Committee. Owing to the fact that the normal distribution of voting power in the Committee was thus disturbed and that the voting strength of the Government representatives on it was not always exercised to the full, the Workers' members of the Committee were able to secure the adoption of every amendment to the texts submitted by the Office of which they approved and the rejection of every amendment of which they disapproved. The result was that while most of the provisions of these texts were accepted without change, the scope of the proposed Draft Conventions was considerably extended by the deletion or amendment of certain provisions relating to exceptions and exemptions from their application. When, therefore, the texts adopted by the Committee came up for consideration by the Conference in plenary sitting, it was impossible to secure a sufficient measure of general agreement in the Conference as to the scope of the proposed Draft Conventions, and the quorum was not obtained in the vote on the first Article of the proposed Draft Convention relating to industrial undertakings.

It was clear that further progress could not be made on the lines hitherto followed, and the Conference therefore adopted, by 75 votes to 37, a resolution which, while endorsing the principle of the reduction of hours of work and declining to abandon the attempt to give effect to the principle through some form of international regulations, provided for the possibility of a new line of approach to the solution of the problem which it had not been able to achieve at that Session. The terms of this resolution were as follows:

Whereas the reduction of hours of work, considered either as a palliative of unemployment or as a method of enabling the workers to share in the benefits of technical progress, remains one of the principal tasks of the Organisation,

Whereas the Conference, by its first discussion of the question last year and by embarking at its Eighteenth Session upon the procedure for the adoption of Draft Conventions or Recommendations, has been in favour of the principle of the reform,

The Eighteenth Session of the International Labour Conference. While recognising that at the Eighteenth Session it has not been possible to obtain the essential quorum upon the drafts under consideration,

Requests the Office to obtain further information and the Governing Body to place once more the question of the reduction of hours of work upon the Agenda of the next Session of the Conference for the adoption of one or more Draft Conventions

When this resolution of the Eighteenth Session of the Conference came before the Governing Body in September 1934, the development of the discussions on the reduction of hours of work had been as follows:

Although the representatives of the Employers (with the exception of the Italian representative) had consistently opposed the reduction of hours of work as a suitable means of reducing unemployment, the principle of the proposal had been endorsed repeatedly by substantial majorities. It had not, however, been possible to secure sufficient agreement for the application of the principle by means of general Conventions applicable respectively to industrial undertakings as a whole and to commercial and similar establishments as a whole. The possibility of a series of Conventions each applicable to a particular industry or group of industries had been envisaged in the early stages of the discussion, but progress on these lines had not continued because of the desire, in view of the steadily increasing gravity of the unemployment problem, to secure effective international action as soon and on as wide a scale as possible. With the failure of the efforts to reach sufficient agreement on general Conventions, the question again arose of giving effect to the principle through a series of special Conventions, or some similar device. Moreover, apart from the course of the discussions in the Organisation, the development of the economic situation had led to increasing stress being laid on the importance of a reduction of hours of work as a means not only of diminishing unemployment but also of enabling workers to share in the benefits of technical progress. Despite the general economic depression, technical development had proceeded at an uninterrupted and indeed, it might be said, at an accelerated pace, and there was good reason for fearing that, even if production were restored to the pre-depression level, there would still be, at any rate in certain industries, very large numbers of workers who could never be re-employed if hours of work were maintained at their former level. There had also been important developments in two other respects. The United States of America had undertaken a reduction

of hours of work over virtually the whole field of industrial and office employment and consideration had to be given both to the results of this application of the principle on a scale far exceeding any previous attempts in other countries and to the fact that the application had been effected "industry by industry", the arrangements for each industry conforming generally to a uniform standard but making special provision for special requirements. Finally, there was the important fact that two great industrial countries, the United States of America and the Union of Soviet Socialist Republics, had both become Members of the International Labour Organisation.

It was in these circumstances that the Governing Body of the International Labour Office, in September 1934, took up consideration of the Resolution adopted by the Eighteenth Session of the Conference. During the discussions of the Governing Body, the Employers' representatives (always with the exception of the Italian representative) maintained their attitude of opposition to the principle of reduction of hours of work, while the Workers' representatives still pressed to have the question placed on the Agenda of the Nineteenth Session of the Conference with a view to the adoption of a general Convention. A proposal to this effect by the Workers' group was, however, rejected by 18 votes to 10 and the Governing Body adopted, by 22 votes to 7, the following resolution submitted by nine Government representatives:

The Governing Body decides:

(1) to place the reduction of hours of work on the Agenda of the Nineteenth Session of the Conference:

(2) to instruct the Office to draw up a draft for a single Convention providing for the reduction of hours of work in all classes of establishments. The Conference shall determine at that Session and at subsequent Sessions the classes of establishment to which this reduction shall apply, and the methods of application for each of them:

(3) to reserve until the next Session of the Governing Body—which will have before it reports to be prepared by the Office, including the information received in the meantime from the Governments—the final selection of the industries, establishments or categories to which it is proposed that the Nineteenth Session of the Conference should apply the reduction of hours of work.

It will be noted that by the second paragraph of the resolution of the Governing Body the Office was instructed to draw up a draft for a single Convention on the reduction of hours of work.

On careful examination the Office found that, for the reasons set out in the First Part of this Report, it would hardly be practicable to deal with the matter in this way, and accordingly the Office has had to submit to the Conference for consideration an alternative method of achieving the purpose which the Governing Body had in mind.

The final selection of industries to be considered by the Nineteenth Session of the Conference in accordance with the third paragraph of this resolution was made by the Governing Body at its Sixty-ninth Session in January 1935, with the result that the question appears on the Agenda in the following form:

Reduction of Hours of Work, with special reference to.

- (a) Public works undertaken or subsidised by Governments,
- (b) Iron and steel;
- (c) Building and contracting,
- (d) Glass-bottle manufacture;
- (e) Coal mines.

The Governing Body also decided that the question should be regarded as a single item on the Agenda and not as five separate items. This followed logically upon the decision already taken, for while it had been agreed that the Conference should be called upon to consider the adoption of an international instrument laying down the principle of a general reduction of hours of work, it was recognised that there would be little value in a mere declaration of principle unaccompanied by any measures to give it practical application. It was, of course, left to the Conference itself to decide whether it would deal with the item on the Agenda by way of a single discussion or by the usual double-discussion procedure, but, having regard to the fact that the question had already been before the Conference on several occasions and that the Eighteenth Session appeared, from the terms of its Resolution, to have contemplated the adoption of one or more Draft Conventions at the next Session, the Governing Body proceeded on the assumption that the Conference might wish to reach a final decision at the Nineteenth Session in respect of at least one of the categories of employment mentioned in the item on the Agenda.

The Office has accordingly had to prepare for submission to the Conference a Report on this item on the Agenda which will enable it to proceed by way of either a single or a double discussion procedure. In accordance with the Standing Orders of the

Conference, a Grey Report prepared for the first stage of the double-discussion procedure, which includes a statement of the law and practice in the various countries and a list of points as a basis for the consultation of Governments by means of a Questionnaire, has to be submitted to the Governing Body before it is despatched to Governments. In view of the special circumstances, an accelerated procedure has been adopted, but the necessity for submitting the Grey sections of the present Report to the Members of the Governing Body has inevitably delayed the publication of the Report as a whole.

Although the reduction of hours of work appears on the Agenda as a single item, it has been thought convenient to divide the Report submitted to the Conference into five separate but connected volumes, each dealing with one industry. Each volume contains, in addition to the present Introduction, three parts. Part I deals with the general principle of the reduction of hours of work and the proposals that the Office submits to the Conference for consideration in this connection, and with the reasons for which it has seemed appropriate to apply the principle in the first place to the five industries or categories of employment specified in the item on the Agenda. This matter is common to all five volumes of the Report. Part I also contains a brief examination, from the point of view of suitability for immediate consideration, of the characteristics of the particular industry or category of employment to which the volume relates. Part II of each volume provides a basis for the work of the Conference if it should decide to follow the procedure of double discussion. It gives, on the usual lines of a Grey Report, an account of existing regulations for the limitation of hours of work in the particular category of employment to which the volume relates and an examination of the problems arising in connection with international regulations, and concludes with a draft list of points on which the Office suggests that Governments might be consulted with a view to the second stage of the double-discussion procedure. Part III provides a basis for the work of the Conference if it should decide to take a final decision at its Nineteenth Session. This corresponds to the usual Blue Report and concludes with the text of a proposed Draft Convention submitted by the Office to the consideration of the Conference. Parts II and III are each more or less self-contained, this being thought to be the more convenient arrangement even though it entails some repetition in Part III of matters already discussed in Part II. A sixth, supplementary volume gives by way of common appendix to each of the other five

volumes a summary statement of the laws and regulations concerning hours of work in a number of countries which are of general application and not special to the particular industries dealt with in the other volumes

Geneva, *April 1935*

FIRST PART

GENERAL OBSERVATIONS

I. — THE GENERAL PRINCIPLE² OF THE REDUCTION OF HOURS OF WORK

It is not proposed, in this Section, to discuss the merits of the case for the reduction of hours of work. In the previous Reports and in the discussions of the Conference the arguments for and against have been put forward at length, and the Conference has already agreed to accept the principle and decided that the matter is suitable to form the subject of international regulations. The question still to be decided is the form of the international instrument in which the principle is to be incorporated.

During the closing stage of the discussion of this subject at the Eighteenth Session of the Conference, Mr. de Michelis, Italian Government delegate, put forward a tentative proposal for a Draft Convention laying down the general principle of the forty-hour week and providing for a "step-by-step" application of the principle to particular branches of economic activity. This proposal was submitted in the following form.

Article 1. This Convention applies to persons employed in public and private undertakings engaged in the economic activities to be included in the annexed schedule by decision of the annual Sessions of the International Labour Conference.

Article 2. The hours of work of every person to whom this Convention applies shall not exceed an average of forty per week. This average shall be calculated over a period not exceeding four weeks.

Article 3. The Conference, at the Sessions at which it decides to add branches of economic activity to the annexed schedule, will at the same time adopt in respect of each of them the supplementary provisions and special derogations that may be necessary for the application of this Convention.

Similarly, the Governing Body of the International Labour Office, in the resolution adopted at its Sixty-eighth Session, contemplated the framing of a single Convention providing for

the reduction of hours of work in all classes of establishments but applied to particular classes of establishments as the Conference should from time to time decide

This method of procedure, however, presents certain difficulties, not as to the substance but as to the form of the international regulations. The intention in framing a single Convention would be to give expression to the conception of the reduction of hours of work as a reform to be regarded as a whole. In fact, however, the structure of International Labour Conventions does not lend itself very readily to the realisation of so comprehensive a reform as the general introduction of the " forty-hour week " by means of a single Convention including specific provisions applicable to all industries and establishments. Such a Convention would have to be extremely long and detailed indeed in order to cover every aspect of so wide a question. Moreover, as experience has already shown that sufficient agreement cannot be secured for the adoption of a Convention applying immediately to all industries, it would be necessary to make provision in the new Convention to enable a State to make its ratification of the Convention applicable only in respect of certain of the industries or branches of industries covered and not in respect of all of them. Careful examination of this question of the form of the international regulations to be adopted seems to show that it would be both simpler and more effective to approach the problem by considering the adoption of a series of distinct Conventions.

This method might, however, be applied in either of two ways. The Conference might adopt a Convention laying down the principle of the forty-hour week, and this might be followed by the adoption of a series of Conventions devoted to the practical application of the principle to particular industries. But the advantage of a " Convention of principle " would be problematic. The adoption by the Conference of an instrument of this kind, the content of which would be merely general and abstract, would not involve any positive obligation on the States Members of the Organisation. The States Members would have before them two kinds of Conventions: the Convention of principle, framed in general terms, without any positive content and having no practical value unless and until it had been applied to some particular industry or class of establishment, and the specific Conventions dealing with the practical application of the principle in particular industries. This procedure would be open to serious objections and it might well be asked whether it would be

proper to use an International Labour Convention, not for setting up definite legal standards, but for a mere declaration of principle. Even if the Convention of principle went further, and embodied not merely a declaration of principle but also a provision that the industries to which the principle should be applied would be determined later by the Conference, the practical difficulty would remain. It would be impossible to invite the States Members of the Organisation to bind themselves in advance, by ratifying the Convention of principle, to accept the application of it to all the industries to which the Conference might in future decide that it should be applied, since the States could not know either what those industries would be or what would be the specific provisions adopted by the Conference in respect of each of them.

It has been necessary, therefore, to devise a procedure that will leave to the States Members freedom to take separate decisions as to the industries to which they will at any particular time undertake to apply the reduction of hours of work and at the same time will ensure that the application of the reduction to any particular industry is conceived as part of a general scheme for the progressive application of the reduction over an ever-widening field intended ultimately to extend to all economic activities.

After careful consideration of this question of procedure, the Office has come to the conclusion that the most appropriate, and at the same time adequate, method would be to frame separate Conventions making the necessary provision for the application of the principle to each industry, and to integrate the series of separate Conventions into a whole by a common Preamble¹ relating all of them to a declaration of the general principle of the reduction of hours of work in all economic activities. In view of its character, and also for practical reasons, this declaration should, it is thought, take the form of a special resolution adopted by the Nineteenth Session of the Conference. This special resolution would, of course, be different in character from an ordinary resolution adopted by the Conference, since it would be the basis of all the separate Conventions adopted by the Nineteenth and later Sessions of the Conference and would link them together as a single code.

The Office has accordingly prepared for the consideration of the Conference the text of a proposed Draft Convention for

¹ For the suggested text of this Preamble, see the text of the proposed Draft Convention given at the end of this volume.

each of the "industries" included by the Governing Body in the item on the Agenda of the Nineteenth Session. These texts deal with the practical application of the principle and make the necessary specific provisions required to meet the circumstances of each case. The appropriate explanations of the Office's proposals and the actual texts are given in the separate volumes relating to the particular industries. For the declaration of principle, which it is suggested for the reasons set out here should be embodied in a special resolution, the Office submits for the consideration of the Conference the following text.

DRAFT RESOLUTION ON THE REDUCTION OF HOURS OF WORK

Whereas unemployment has become so widespread and long-continued that there are at the present time many millions of workers throughout the world suffering hardship and privation for which they are not themselves responsible and from which they are justly entitled to be relieved;

Whereas it is desirable that workers should as far as practicable be enabled to share in the benefits of the rapid technical progress which is a characteristic of modern industry;

Whereas in pursuance of the resolution adopted by the Eighteenth Session of the International Labour Conference it is necessary that a continuous effort should be made to reduce hours of work in all forms of employment to such extent as is possible.

The Conference therefore declares its approval of the principle of the forty-hour week as the general international standard of hours of work and as a guide for the action of the Members of the Organisation, without prejudice to further reductions of hours where circumstances permit.

The Conference will proceed, at the present and subsequent Sessions to the consideration of a series of Draft Conventions for the progressive application of this principle to the whole field of employment, having regard to the special circumstances of particular groups of establishments or classes of workers

The Conference accordingly decides to refer to a Committee for consideration the Reports prepared by the International Labour Office on the application of the reduction of hours of work to:

- (a) Public works undertaken or subsidised by Governments;
- (b) Iron and steel;
- (c) Building and contracting;
- (d) Glass-bottle manufacture;
- (e) Coal mines

II. — THE ADJUSTMENT OF WAGES

There remains to be considered the question whether the Conference should take any decision in regard to the problem of wage adjustments rendered necessary by a reduction in hours of work. It is true that the wording of the item on the Agenda of the

Conference makes no explicit reference to wages, but it is obvious that hours of work and wages are closely interrelated and wages have come under consideration at all stages of the discussions that have taken place concerning the reduction of hours of work. There would seem, therefore, to be no reason why the Nineteenth Session of the Conference should not make a pronouncement on the question of wages if it so desires.

The Tripartite Preparatory Conference held in January 1933 agreed by 32 votes (13 Government and 19 Workers' representatives) to 19 (3 Government and 16 Employers' representatives) that in whatever form the scheme of regulation adopted for reducing hours of work might be embodied, a Recommendation concerning the standard of living of the workers and wages should be considered. Questions regarding the maintenance of wages, salaries and the standard of living were included in the Questionnaire issued in preparation for the Eighteenth Session of the Conference, and the replies showed that the opinion of Governments generally was that the question of wages and salaries, and with it the allied question of the standard of living, was of such importance that it ought to be dealt with, but that as it could not be regulated internationally by way of a Draft Convention the appropriate method of laying down at least certain general principles would be the adoption of a Recommendation. The Office accordingly submitted for the consideration of the Eighteenth Session of the Conference a draft of a Recommendation which was approved by the Committee to which it was referred, though no decision concerning it was taken by the full Conference.

In these circumstances the Office has felt itself bound to submit to the Conference a proposal which would enable it, if it so desired, to give consideration to the problem of wages, and the Office has accordingly had to examine the question of the form that its proposal should take.

It would clearly be impracticable for the Conference to adopt detailed international regulations on the subject of wages. In the first place, any international agreement as regards wages would involve an obligation on Governments to undertake the regulation of wages. In many cases, Governments are not in a position to do this, and in most countries neither Governments, employers nor workers desire that the fixing of wages should become a Government responsibility.

Secondly, any agreement reached as to the maintenance of certain levels of wages would be exposed to two serious, if not

insuperable, difficulties. At the present time international exchanges are subject to constant fluctuations, which might at any time destroy the basis on which agreement had been reached. A rise or fall in the external value of a national currency may easily produce a much greater differential for purposes of foreign competition than a rise or fall in the value of nominal wages. Moreover, any international agreement could only be of very short duration. The level of wages in each country and in each industry is determined not only by considerations of international competition but also by all the influences affecting the domestic market and the cost of living. Wage rates everywhere are therefore subject to constant readjustment. Wages cannot be stabilised indefinitely at a particular level, and if Governments were to be required, as an international obligation, to maintain some sort of equivalence with other countries this would entail a degree of State intervention in the determination of wages that would not only give rise to very serious complications in practice but is not even generally accepted in principle.

International regulation being impracticable, the only alternative is to leave the matter to be dealt with by national action in accordance with the conditions prevailing in each country. The Conference may, however, think it proper to give some indication as to the principle upon which, and the methods by which, any adjustment of wages consequent upon the reduction of hours of work should be effected.

As regards the principle, the previous discussions on the subject have revealed a substantial measure of agreement upon the principle that the reduction of hours of work ought not to result in lowering the standard of living of the workers.

As regards the method, the most effective method would appear to be the simplest, namely, to leave the question of wage readjustments to be settled where possible by direct negotiations between the employers' and workers' organisations concerned, and to meet the case of a failure to reach agreement by enabling either party to submit the question, if it so desires but without compulsion, to some body competent to deal with such questions.

Inasmuch as the general principle of the reduction of hours of work will be dealt with, if the proposals of the Office are accepted, in a special resolution, it would be appropriate for the question of wage adjustments to be dealt with in an accompanying resolution. The Office accordingly submits for the consideration of the Conference the following draft text.

DRAFT RESOLUTION ON THE ADJUSTMENT OF WAGES AND SALARIES

The Conference,

Having adopted a Resolution declaring its approval of the principle of the forty-hour week,

Considering that the application of this principle should not result in lowering the standard of living of the workers,

Invites Governments to take appropriate measures in order to ensure

- (1) that any adjustment of wages and salaries should be effected as far as possible by means of direct negotiations between the employers' and workers' organisations concerned; and
- (2) that if agreement between the parties concerned cannot be reached it should be possible for either of the parties concerned to submit the dispute to bodies competent to deal with wage questions, and further, that where no such bodies exist they should be set up

III. — THE CHOICE OF INDUSTRIES FOR IMMEDIATE APPLICATION OF THE REDUCTION OF HOURS OF WORK

When it was deciding the form in which the question of the reduction of hours of work should again be placed on the Agenda of the Conference, the Governing Body felt that a restatement of the principle of reduction unaccompanied by any measures to give it immediate application would not constitute a material advance, and that accordingly the Conference might wish to adopt at its Nineteenth Session international regulations to secure the application of the principle to at least one industry. The primary consideration in the choice of the industries to be specified in the item on the Agenda was therefore the likelihood of its being possible to arrive at sufficient agreement to permit of the adoption of a Draft Convention without delay. There are other criteria which might be applied for the purpose of the selection, such as the number of persons employed in the industry, the extent of unemployment and short time, the degree to which rationalisation and mechanisation have progressed, the possibility of defining the industry with sufficient precision and stability for the purpose of international regulations, the nature and methods of organisation of work in the industry, the actual hours of work and the methods by which they are regulated. All of these are important considerations, but the dominant consideration which led the Governing Body to select these obviously very diverse industries from the much longer

list of industries it had before it when making its choice was the prospect of reaching early agreement

The manufacture of glass in various forms gives employment, in fourteen countries which include the principal glass-producing countries, to about half a million workers. The Conference has already adopted, at its Eighteenth Session, a Draft Convention providing for a 42-hour week for shift workers in one branch of the glass industry—automatic sheet-glass works—and when doing so it expressed the hope that attention would be given to other branches of the automatic and semi-automatic glass industry. Glass-bottle manufacture is one of the branches of the industry characterised by automatic and semi-automatic processes, and in recent years mechanisation has made very great progress. The result of this mechanisation, coupled with the general economic depression, has been to cause very severe unemployment, in Czechoslovakia, for example, which is one of the principal glass-producing countries, the workers' organisations estimate that about fifty per cent. of the workers in the industry as a whole are at present unemployed. Technical difficulties in the framing of a Draft Convention are reduced to a minimum, since it is comparatively easy to distinguish between the glass industry and other industries and also between the various branches of the glass industry and the various classes of workers engaged in each branch. Finally, while there are still considerable variations in the hours worked in different countries, which from the point of view of international competition would make an attempt to secure uniform conditions desirable, hours of work in glass-bottle factories have for some years past been reduced to an average of not more than 42 hours per week, and both employers and workers express themselves as satisfied with these hours. In addition, in the United States of America an average working week of 40 hours has been applied to the glass industry as a whole.

The extent of unemployment in the glass industry might perhaps have justified the specification of the whole industry (apart from that part of it already covered by the Sheet-Glass Works Convention, 1934) in the item on the Agenda. The experience of the Sheet-Glass Works Convention indicates, however, the advantage of dealing separately with clearly defined parts of the industry, and the Governing Body therefore decided to mention only glass-bottle manufacture in the list of industries selected for first consideration for the purpose of the reduction of hours of work. Indeed,

SECOND PART

BASIS FOR A FIRST DISCUSSION

This part is designed to enable the Conference, if it should decide to apply the double-discussion procedure to the consideration of the reduction of hours of work in glass-bottle works, to determine the points upon which Governments should be consulted with a view to the taking of a final decision at the succeeding Session of the Conference.

It therefore includes an account of the organisation of the work in glass-bottle manufacture, a survey of existing national regulations on hours of work, and an examination of the problems arising in connection with international regulations, and concludes with a draft list of points upon which the Office suggests that Governments might be consulted

I. — PRELIMINARY CONSIDERATIONS

1. Subdivisions of the Industry and National Definitions

The glass industry may be divided into several branches, though the classification differs in the different countries, as appears, for instance, from the industrial censuses taken in Germany and Great Britain and the regulations on hours of work in the glass industry in force in Italy and the United States

In *Germany*, according to the industrial census, glass works are classified as follows

- Works covering several branches of the glass industry,
- Bottle-glass works,
- Table-ware (hollow-glass) works,
- Sheet-glass and plate-glass works,
- Cast-glass works,

Manufacture of glass beads,
High-class table ware (shaping, decoration, etc),
Shaping, decoration, etc , of sheet glass and plate glass,
Blown-glass works

For the industrial classification of the *British* census of 1931 glass works were divided into two groups, those making bottles and those making other glass-ware

In *Italy* the national agreement for the glass industry distinguishes between the following branches.

Sheet glass (mechanical manufacture),
Bottles and insulators (mechanical manufacture);
Bottles (hand blown);
Flasks (*fiaschi*),
Mirrors and crystal glass,
White glass;
Blown glass and electric-light bulbs,
Artistic glass-ware;
Glass beads and fancy articles

In the *United States* there are separate codes of fair competition for the following products

Window glass,
Flat glass;
Glass containers,
Glass ware,
Optical glass and fabricated laboratory glass-ware,
Stained and leaded glass

As regards the definition of the term "bottle", the German census takes it to cover bottles, demijohns, flasks, insulating flasks, thermos flasks and acid containers, while the British census includes medicine bottles, mineral water bottles and glass siphons in the definition. Belgian experts¹ adopt the following subdivisions

Flasks (medicine bottles),
Green bottles (wine, mineral water, beer, etc , bottles),
Coloured bottles,
Semi-crystal or white-glass bottles

It would appear, therefore, that the term "bottle" is a general one with an intrinsic meaning, which does not call for further

¹ Cf Jacques WOLF "Agenda pour verrerie, céramique, emailerie", in the series *Les études des composés siliceux*, Brussels

definition. Since flasks are in some classifications placed under the heading of table ware or hollow-glass, it is desirable in the present Report, for the sake of completeness, to indicate what are the regulations and the actual practice in regard to hours of work both in glass-bottle factories and in table-ware factories some of the products of which may come under the heading of bottles.

2. Nature and Organisation of the Work

Glass is one of the industries in which mechanisation has been most rapid and complete. Sometimes the articles produced are of infinite variety, as in table-ware works, where articles in widespread use and of very ordinary quality are produced at the same time as high-class articles; sometimes they are uniform and standardised, as in the case of sheet glass, electric-light bulbs and bottles.

In the manufacture of bottles serving merely as containers, where the cost of production is a factor of prime importance, production is uniform and intensive and has become altogether automatic. The making of high-class bottles and flasks, on the contrary, is still semi-automatic or even carried on by hand processes.

The use of gas instead of wood or coal for the heating of the furnaces made it possible to introduce tank furnaces, by which the many small pots formerly placed in the old furnaces are replaced by one large tank. With the tank furnace large quantities of glass can be melted. It consists of a rectangular melting tank and regenerating chambers attached to the gas-producing plant, the gases reach the furnace through burners on each side of the tank. The mixture of raw materials known as the "batch" (sand, soda, potash, manganese, magnesia, antimony, arsenic, etc.) is fed in at the back of the furnace, becomes vitrified and passes under the dome of the furnace towards the front, where the plant for handling it is situated.

The tank furnace is not, however, suitable for the production of all kinds of glass-ware. It can be used only for one and the same type of glass, whereas in fact glass of various qualities or colours is often needed. Thus the tank furnace will be used for the manufacture of sheet glass or of bottles of only one quality of glass, but for the making of coloured ware or articles of differing qualities it is necessary to use a pot furnace, which can take six, eight or ten separate pots.

In bottle manufacture it may be more economical in the case of small orders to use pot furnaces, with the old process of hand blowing or mechanical or semi-automatic processes, rather than have recourse to production by entirely automatic machinery

The following different processes are used for working the "metal" in the manufacture of bottles

- (a) Mouth blowing, in which the gathering of the glass in the pot furnace and the blowing are carried out by the worker, assisted by more or less skilled labourers (gatherer, etc.). In this process no machinery is used, for the worker uses only a blowpipe and shapes the article by means of an ordinary mould.
- (b) Mechanical manufacture, in which gathering from the pot furnace is done by hand, but for blowing and moulding use is made of machines operated wholly by man-power
- (c) Semi-automatic manufacture, in which gathering from the pot furnace is still done by hand, but the moulding machines are worked by mechanical power.
- (d) Automatic manufacture, from the feeding of the tank to the completion of the bottle

Some particulars are given below concerning the principal machines used for bottle manufacture ¹

MECHANICAL MANUFACTURE

The Ashley machine consists of two round tables each carrying from two to four moulds. The moulds on the first table are equipped with a plunger and those on the second, equal in number, are surmounted by a valve for blowing by compressed air. The gatherer pours the necessary quantity of glass into the first mould, a pedal, actuated by the moulder, moves the table round one notch, and the plunger enters the mass of glass to form the neck and rough shape of the body, called the "parison". After the table has been given another turn, a boy transfers the parison to one of the moulds of the next table. There a blast of compressed air gives it the exact shape of the mould. A boy opens the mould, examines the bottle and lays it on a tray, which another boy takes to the annealing oven.

The very rudimentary "Jersey Devil", Turner and Teeple-Johnson machines, among others, are based on the same principles as the Ashley.

In the Boucher machine the glass is gathered by a skilled worker who pours it into a first, inverted, mould, called the "foundation

¹ Cf. U.S. DEPARTMENT OF LABOR "Productivity of Labor in the Glass Industry", in the *Bulletin of the United States Bureau of Labor Statistics*, No 441 Washington, 1927

measuring mould". The glass is forced by compressed air into the neck of the mould, where the rim is formed round a mandrel. The measuring mould is inverted, and while the mandrel automatically withdraws, the mould opens and air is blown into the foundation so as to hollow it out. The parison, still held by the rim, is then lengthened out and its volume increased by blowing air gently through the neck. It is given its final shape by being put in a finishing mould and subjected to compressed air at a higher pressure. All the machinery is worked by hand power.

SEMI-AUTOMATIC MANUFACTURE

The characteristic feature of semi-automatic manufacture is the combination of the gathering of the glass by hand and the making of the bottle by an automatic machine. The machines used for this process include the Lynch and O'Neill machines, which are based on the principle of the Boucher machine with an inverted mould. These machines receive the glass in a foundation mould with the rim mould below, and they shape the neck and the rim during the first part of the process. The final shape is given by the finishing mould after the foundation mould has been inverted and the parison shifted.

Most of these machines, which are fitted with eight foundation moulds and eight blowing moulds, can produce a standard quantity of bottles per day, depending on the size and weight of the bottle.

AUTOMATIC MANUFACTURE

In 1904 the first completely automatic machine appeared in the United States. This was the Owens machine, in which the foundation moulds obtain their supply of glass by suction from the surface of molten glass in a small revolving subsidiary tank. The machine consists of a certain number of units fixed to a rotating framework. Each arm of the machine passes over an opening in a tank, and when the glass is uncovered the arm falls until the foundation mould touches the surface of the glass and obtains the necessary quantity by suction. The arm then rises and a knife sweeps under the mould, cutting the glass and forming the bottom of the bottle. The mould turns over, neck downwards, and the glass falls until the rim mould is reached. Compressed air is blown in, which hollows out the glass just as the glass blower does with his breath. The foundation mould is again inverted and then opens, leaving the parison hanging from the rim mould. The finishing mould now takes the place of the foundation mould and more air is pumped in to make the article take on the shape of the finishing mould. The bottle is now complete, and when the mould opens it is placed on a rotating table, if a conveyer is not used, or in the receptacle of the Owens conveyer, for removal to the annealing furnace.

The Owens machines were first made with six arms or complete sets of moulds. Later ten arms were used, and still later fifteen arms. Originally each arm carried only one complete set of moulds with one cavity each, but now some of the ten-arm machines carry two sets of moulds with two cavities each for large ware and three cavities each for small ware. Such machines can produce over 60,000 bottles a day. The Owens machine was imported to Europe about 1908.

The Rorant automatic machine feeds itself directly by suction from the ordinary tank as in the Owens machine. It is simple in its working, a motor causes the finishing mould to replace the foundation mould as required.

Automatic manufacture is also carried out by the Lynch and O'Neill automatic machines fitted with "feeders". To make the process of manufacture entirely automatic, these machines can be fed by an automatic appliance, the feeder, which is connected up with the tank and feeds the correct quantity of glass into each mould in the machine. It consists of a small bowl affixed to the wall of the furnace and connected with the tank by a channel that revolves continuously on its axis. By this means the glass is kept at a uniform temperature. The channel holds a plunger which pushes forward the required quantity of glass. The glass then flows on by gravity through an opening above the mould, where it is cut by shears and falls into the mould.

The replies given by Governments to a questionnaire addressed to them by the International Labour Office in 1931, on the organisation of work and the alternation of shifts in the various branches of the glass industry, show the tendency to substitute automatic for non-automatic or semi-automatic machines. The movement is of recent date in Switzerland and Poland. It goes back to 1913 in the Netherlands, 1915 in Australia (New South Wales), and is some twenty years old in Canada. It has been slow in Canada and Italy. In Switzerland the nature of the demand for glass-ware has been an obstacle, for a large number of different articles are required, but none of them in sufficient quantities to justify production by automatic machinery. Automatic machinery had replaced other machinery in the large cities of the United States to the extent of almost 100 per cent and in Canada to the extent of 95 per cent.

In *Australia* (New South Wales) semi-automatic machines took the place of hand processes in about 1915. In 1920 automatic machines with feeders were introduced, and in 1926 the first annealing furnaces, into which the bottles could be passed automatically, were installed. In 1927 the first completely automatic conveyers were introduced, and in 1928 appeared the "catch-stockers", by means of which a regular supply of raw material to the furnace can be maintained and manual work with shovels is no longer required.

In *France*, in the glass-bottle industry, the intermediate stage of semi-automatic manufacture was giving place more and more to automatic methods and was maintained almost solely for small orders. Some idea of the rapidity of this development can be obtained from a few examples. In 1922 the five undertakings in one

glass-manufacturing centre had one automatic machine and 96 other machines, in 1931 the same five undertakings had 50 automatic machines and 28 other machines. In another glass factory, three furnaces were equipped with Boucher machines until 1925, since then automatic manufacture has gradually taken the place of mechanical manufacture, ten automatic machines having been installed between 1925 and 1929. Another glass works was using 18 Boucher machines and one automatic machine in 1927, but three automatic machines and two Boucher machines in 1931.

In *Germany*, in bottle-glass works, the process of substitution was not yet complete at the date of the reply.

In the *Netherlands* only 10 per cent of all bottles were made with non-automatic machines. For the manufacture of bottles nearly all undertakings employed automatic machines, and hand processes had almost completely vanished.

In *Norway* all bottles were manufactured automatically.

The introduction of tank furnaces completely revolutionised the organisation of the work. Whereas with pot furnaces the process of melting, which usually lasts twelve to sixteen hours, alternates with that of manipulating the glass, in glass works with tank furnaces the working of the furnace is, technically speaking, continuous. Consequently there must always be workers present to tend the furnace continuously day and night, on weekdays, Sundays and holidays, throughout the whole period of its working, that is to say, often for eighteen months in succession.

The continuity of glass production made possible by the tank furnace naturally affected the organisation of the work of manufacture itself. For technical and economic reasons there has been a tendency to keep the undertakings in operation on Sundays as well as weekdays. In many glass-bottle works where production is by automatic machines this system is in force, but it is not applied in undertakings making table ware which use tank furnaces.

In all glass-bottle works the technical and commercial departments—for receiving coal and raw materials, casting the pots, and storing and packing the finished goods—usually work in single shifts. On the other hand, the operation of the gas-producers is continuous and is carried out by successive shifts of workers. The production of compressed air, although continuous, usually does not necessitate continuous attendance on the machines.

The next point to consider is the nature of the work required of the glass worker when making bottles by the hand process or by the use of mechanical, semi-automatic or automatic machines

For the manufacture of bottles by mouth-blowing processes, the chief tool used is the blowing iron or blowpipe, consisting of an iron tube enlarged at one end. After heating this end, the worker plunges it into the molten glass, and by imparting a rotatory movement to the pipe he gathers a certain quantity of glass on the enlarged end. He then forms the rough shape of the article by rolling the glass on a plate or "marver" or by turning it in a hollow in a block of wood or metal. He applies his lips to the other end of the pipe and blows to hollow out the interior of the piece, which is then called the parison. The parison is then inserted in a mould and the worker gives it the shape of the mould by blowing.

As stated above, in mechanical manufacture the gathering is done by hand, while for blowing and moulding use is made of machines operated by the worker, whereas in semi-automatic manufacture the machines work automatically. Mechanical manufacture therefore requires a larger number of workers than semi-automatic, but if either process is compared with hand manufacture it will be found that their effect on the work of the skilled worker is identical. Both hand-operated and semi-automatic machines eliminate the blower, in fact, they not only reduce the number of workers required, but also make less demand upon the skill of those who remain.

In the manufacture of bottles by machines of the Boucher type the foundation mould is fed by the gatherer by means of a blowpipe, with which he holds a certain quantity of glass above the mould and lets it run in. A second worker, the moulder, regulates the flow, severs the stream of glass when a sufficient quantity has run into the mould, and performs the operations of moulding and blowing.

In automatic manufacture each machine requires one foreman-fitter to regulate the speed, change the moulds and do minor repairs, and also, according to the type of machine, one or two semi-skilled assistants. If there is no automatic conveyer, a number of carriers pick up the bottles as they leave the machine and take them to the annealing furnace, where they are handed over to two semi-skilled workers who arrange them for their passage through the cooling gallery. When they leave the gallery they are examined by one or two workers and put on to conveyers for the storehouse, or into baskets to be taken there by a gang of carriers.

There has been technical progress not only in regard to manufacture proper, but also, and at the same time, in regard to the handling of raw materials, their crushing, mixing and charging, as well as in regard to the heating plant.

Thus, in the most up-to-date plants, from the moment the batch is placed in the furnace to the moment the finished glass leaves the machine no human labour is directly employed in the manufacturing process. There remains only a machine-minding staff, which must be well acquainted with the working of the machines and the processes of production, but is not required to do heavy work.

II. — NATIONAL REGULATIONS ON HOURS OF WORK RELATING SPECIALLY TO THE GLASS INDUSTRY

1. Form of the Regulations

The regulations limiting hours of work in glass-bottle works are often distinct from those for the glass industry as a whole and differ widely in their form in the different countries. They may be found in general or special Acts, in labour codes, arbitration awards, standards of employment, collective regulations or collective agreements

In *Czechoslovakia*, the *Netherlands* and the *U S S R* the general legislation on hours of work contains special provisions for glass works. In *France* the special provisions are even so detailed that they are dealt with in separate public administrative regulations issued under the Act limiting hours of work in industrial and commercial undertakings

In *Germany* ministerial instructions have laid down certain rules to be observed in the regulation of hours of work in the bottle industry

In *Australia* the regulations are in the form of arbitration awards for glass-bottle and flint-glass works

In *Spain* the detailed regulation of hours of work is to be found in standards of employment (*bases de trabajo*)

In the *United States* the regulations are contained in the codes of fair competition applying to various branches of the industry.

Further, in *Czechoslovakia*, *Great Britain*, *Italy*, the *Netherlands* and *Sweden*, among other countries, hours of work in the glass industry are fixed by collective agreements.

It may be added that in most glass-producing countries the provisions of general legislation limiting hours of work apply to the glass industry unless special regulations with stricter provisions are in force. The provisions of general legislation are summarised in Volume VI of this Report.

Before analysing the special provisions the following information may be given on the general regulations governing hours of work in the glass industry in the principal glass-producing countries.

In *Australia*, apart from the legislation in force in Queensland, Tasmania and Western Australia¹ and for women and children only in South Australia and Victoria, hours of work are governed by arbitration awards² such as those covering bottle factories in the Commonwealth or glass-bottle and flint-glass factories in Victoria³.

In *Austria* hours of work are fixed by the Act which applies to industry in general and by regional collective agreements⁴.

In *Belgium* the regulation hours of work are those prescribed by the general Act applicable to industry.

In *Czechoslovakia*, collective agreements in conformity with the provisions of the general Act applicable to industry have been concluded for the different branches of the glass industry, in particular bottle and table-ware factories⁵. On 4 February 1935 a provisional agreement reduced hours of work in glass-bottle factories.

In *France* the general Act limiting hours of work does not come into force for a particular industry until public administrative

¹ In New South Wales it is the duty of the Industrial Commission to fix normal hours of work under the Industrial Arbitration (Amendment) Act, 1932. This Commission intimated in June 1933 that it was in favour of the 44-hour week and that it proposed to make a declaration to that effect at a later date. The 44-hour week is at present in operation in New South Wales.

² Award of 19 May 1928. Cf. *Commonwealth Arbitration Reports*, Vol. 26, p. 497.

³ Award in force since 29 November 1909. Cf. *Summary of Wages and Conditions Fixed by Wages Boards*, 1 July 1934, p. 103.

⁴ For example, the collective agreement for glass works situated or having work done in the district of the municipality of Vienna, 1934, the collective agreement for the glass works of Styria, 1928, and the collective agreements for the Floridsdorf glass works of Josef Inwald A G and for the Moosbrunn and Köflach works, 1929.

⁵ Agreement fixing wages and conditions of employment in the bottle-glass industry, agreement fixing wages and conditions of employment in table-ware factories in South and West Bohemia, Bor, Teplitz-Schönau, Moravia and West Slovakia.

regulations have been issued Regulations of this kind are in force for the glass industry as a whole ¹.

In *Germany* hours of work are fixed by an Order which applies to industry in general. For the bottle industry, instructions ² have been issued in regard to works regulations and individual contracts of employment. The provisions of the national collective blanket agreement (*Reichsmanteltarifvertrag*) for the German white hollow-glass industry appear to have been kept in force.

In *Great Britain* hours of work generally are fixed by collective agreement, but the hours of employment of women and young persons under 18 years of age are subject to provisions of the Factory and Workshop Acts

In *Italy* collective agreements ³ have been concluded for various branches of the glass industry in conformity with general hours of work legislation. A recent national agreement ⁴ reduced hours of work in the glass industry in accordance with the principles contained in the agreement of 11 October 1934 between the Confederations of employers' and workers, which was concluded with a view to facilitating the employment of a larger number of workers.

In the *Netherlands* hours of work in glass works are limited by the general Act, which contains very detailed special provisions for factories making bottles by machinery ⁵ Hours of work are also regulated by collective agreements ⁶.

In *Poland* the provisions of the general Act apply to the glass industry

In *Spain*, under the general Act, joint committees fix the conditions of employment for particular categories of workers in the form of standards of employment which must be observed in contracts of employment Such standards have been adopted for bottle factories in Barcelona ⁷

¹ Regulations issued on 19 February 1925, amended on 5 March 1926 and extended on 4 November 1926 and 8 August 1928 Cf *Legislative Series*, 1925, Fr 2 B, 1926, Fr 2 A and N, and 1928, Fr 2 C

² *Reichsarbeitsblatt*, No 33, 25 November 1934, p 499

³ National collective labour agreement for bottle workers and their assistants, national collective labour agreement for skilled workers in the white-glass industry

⁴ Agreement of 2 December 1934 Cf *Il Lavoro Fascista*, 4 December 1934

⁵ Order of 16 October 1926, section 38 Cf *Legislative Series*, 1926, Neth 2

⁶ Cf *Maandschrift van het Centraal Bureau voor de Statistiek*, 30 April 1934, p 562, and 31 October 1934, p 1481

⁷ Standards of employment, dated 10 March 1933, for the glass works of Barcelona Cf *Anuario español de política social*, 1934-1935, p 798

In *Sweden*, in addition to the general Act, there are collective agreements in force concerning the manufacture of bottles and table-ware ¹

In *Switzerland* the provisions of the Factory Act apply to glass works

In the *United States of America* hours of work in the glass industry, for instance, in the manufacture of glass containers ² and glass-ware ³, are regulated by codes of fair competition approved in accordance with the National Industrial Recovery Act and applicable to the whole country

In the *U S S R*, besides the general legislation ⁴, special provisions issued in virtue of section 95 of the Labour Code apply to processes considered to be particularly exhausting or unhealthy, these include some of the processes in glass works ⁵

The above enumeration of the measures in force show that in all the principal glass-producing countries there are regulations limiting hours of work in glass-bottle factories

2. Scope

UNDERTAKINGS COVERED

Although there are many special regulations for glass works, only three define their scope, but they all, with very few exceptions, apply implicitly to bottle factories

In *France* the public administrative regulations issued for the glass industry apply to glass works of all kinds including the manufacture of stained-glass windows, shaping, cutting, polishing, decoration and all other subsidiary operations applied to glass or to stained-glass windows. They contain special provisions concerning automatic glass works, which are declared to be applicable to "glass manufacture in which gathering or oil-quenching and the working of the hot glass is performed by an automatic process, without the assistance of any skilled glass workers, either

¹ National agreement for the bottle-glass industry, 1934, and collective agreement between the Swedish Association of Small Glass Works and the Swedish General and Unskilled Workers' Union, 1932

² Code adopted on 3 October 1933 Cf NATIONAL RECOVERY ADMINISTRATION *Codes of Fair Competition*, Vol I, p 457

³ Code adopted on 16 January 1934 Cf *ibid*, Vol V, p 257

⁴ Orders of 2 January 1929 and 22 February 1929 Cf *Legislative Series*, 1929, Russ 3

⁵ List of occupations published by the Commissariat of Labour on 10 November 1928 and amended by the Order of 25 May 1929

in the furnace itself or in a tank connected therewith or in a separate vat ”.

In *Italy* the national agreement for the glass industry, concluded to promote the employment of a larger number of workers, applies in particular to the mechanical manufacture of bottles and insulators, and to the manufacture of hand-blown bottles and of flasks

In the *United States of America* the codes of fair competition define the scope of the regulations according to the nature of the product.

The code for the glass container industry applies to the “ business of producing and selling glass bottles, glass jars, and glass accessories for glass bottles and glass jars ”. That for the glass-ware industry, which, according to a statement of the Administrator, is intimately related to the glass container industry so that a number of plants have their production divided between the two codes, enumerates the categories of products subject to the regulations, it includes among them all vacuum glass-ware, table ware produced by fully automatic process, blown, pressed, or pressed and blown table glass-ware such as tumblers, jars, etc, for which the glass is melted in either tank or pot furnaces

PERSONS COVERED OR EXCLUDED

Whether the scope of the regulations is defined according to the product, as in the United States, or to the undertaking, as in Italy, or includes undertakings in general, as in France, it is necessary to know which categories of persons are covered and which, if any, excluded

In *France* the public administrative regulations state that they apply to all wage-earning and salaried employees in glass works even when their occupations are not peculiar to the glass industry, for instance, if their work is directed exclusively towards the maintenance or working of the undertakings and annexes thereof

In *Belgium*¹ and *Rumania*² foremen refiners and in Rumania also furnace foremen in glass works are considered to be in a position of trust and are therefore excluded from the scope of the regulations on hours of work

In *Italy* the national agreement for the glass industry concluded

¹ Royal Order of 28 February 1922 *Legislative Series*, 1923, Belg 2

² Administrative Regulations of 30 January 1929 (section 44) issued under the Act of 9 April 1928 *Legislative Series*, 1929, Rum 1

to facilitate the employment of a larger number of workers not apply to workers whose work is discontinuous or to mere attendances, such as watchmen, gatekeepers, cart drivers, etc., or to persons whose special duties are not continuous. In the case of these workers, however, hours fixed by national collective agreements.

In the *United States of America* the hours of work provisions of the codes of fair competition do not apply to persons employed in a managerial or executive capacity, travelling salesmen, technical and laboratory staff, employees engaged in emergency maintenance or repair work, and watchmen.

Thus in France, Italy and the *United States* the regulations on hours of work in the glass industry do not provide for the exclusion of particular classes of undertakings, while the regulations for glass works exempt only those classes of work whose exemption is generally provided for in the case of industry in general.

3. Definition of Hours of Work

The *French* public administrative regulations limit the term of "actual work". Similarly, the *Spanish* standards of employment for bottle factories in Barcelona state that the term "hours of work" covers a period of actual work and a rest period. According to the collective agreements concluded in *Austria*, *Czechoslovakia*, and *Germany* hours of work are not taken to include breaks. Further, in *Czechoslovakia* for certain continuous work the duration of which depends on the process of production, the regular breaks are abolished but the workers must be allowed sufficient time for meals, etc., when convenient. The *United States* codes, on the other hand, use the term "working hours" without further definition.

It will be seen that, whatever the expression used in the regulations to specify what is meant by hours of work, the regulations usually limit the time during which the workers are at the employer's disposal, excluding rest periods during which they are not at disposal.

4. Regulation Normal Hours of Work

This term is taken to mean the hours of work laid down by regulations examined in this Report. They are not necessarily the same for all categories of workers in the same undertaking, being longer for workers responsible for feeding and minding furnaces owing to the continuous nature of their work.

The following table shows the regulation normal hours of work fixed for all workers in glass-bottle factories:

PROVISIONS COVERING WHOLE STAFF

Country	Regulations	Branch of industry	Working day (hours)	Working week (hours)
Australia: Commonwealth	Arbitration award applying to all States	Bottle factories	—	48
Victoria	Arbitration award	Bottle and flint-glass factories	—	48
Austria	Collective agreements	All glass works	—	48
Czechoslovakia	General agreement	Bottle factories continuous processes	—	46
		other processes	—	42
	Collective agreements	Table ware	—	48
France	Public administrative regulations	All glass works	8 or	48
		Automatic glass works	Average	48
Germany	Instructions issued for works regulations or individual contracts of employment	Bottle factories	8	—
	National collective agreement	Hollow-glass ware	8	—
Great Britain: Yorkshire	Collective agreements	Flint glass bottles	7¼	36 ½
Italy	National agreement	Mechanical bottle factories	Average 40	
		White-glass (hollow ware)	Average 40	
		Hand-blown bottles flasks	1,800 a year	
Netherlands	Special provisions in general legislation	Mechanical bottle factories	Average 48 over 3 weeks	
	Collective agreements	Glass factories. in particular bottles	8½	48
Spain: Barcelona	Standards of employment	Bottles	8 ¹ or	48
United States	Codes of fair competition	Glass containers	Average 40	
		Glass-ware	Average 40	

1 The working day of 8 hours includes a break of one hour

As already stated, in many countries there are special provisions for furnacemen

PROVISIONS COVERING FURNACEMEN

Country	Branch of Industry	Category of workers	Working day (hours)	Working week (hours)
Australia: Commonwealth	Glass works, in particular bottle factories	Furnacemen	8 ¹	Average 44
Victoria	Bottle factories	Furnacemen	—	maximum 60
	Flint-glass works	Firemen and pot chargers	—	maximum 58
Belgium	Glass works	Furnacemen and gas producer men	—	maximum 56
Czechoslovakia	Bottle factories	Furnacemen	—	40
France	Glass works	Furnacemen or "teazers", pot fillers or melters	Extension within the limits necessary to allow of the change of shifts	
		Melters at pot furnaces where melting takes place only at night	Extension to allow of completing nine batches a fortnight	
		Batch mixers and pot fillers	Extension of not more than one hour	
		Persons especially employed in the operation known as "setting the pot"	Extension within the limits necessary for the operation	
Germany	Hollow-glass ware	Furnacemen Master melters	8	56 Extension beyond 8 hours as needed for completion of the process of melting
Italy	Mechanical bottle and insulator factories	Furnacemen		Average 42
Switzerland	Glass works	Gas producer men and chargers		56
United States	Glass-ware factories	Furnacemen, gas makers and pot fillers	—	Average 42
U S S R	Glass works	Furnacemen	6	—

¹ Including "crib" (i.e. meal) time

There are thus two distinct methods in use for furnacemen: either their regulation normal hours are such as to allow them to work in successive shifts, as is needed for the working of tank furnaces; or if the furnace does not work continuously, the men may remain on duty during the whole period of melting

5. Arrangements of Regulation Normal Hours and Shift Systems

It has been shown that where tank furnaces which work continuously are in use, the minding of these furnaces is also continuous and must be entrusted to successive shifts. At the same time, the use of the tank furnace has promoted the adoption of the shift system for the workers engaged in the actual manufacture of glass-ware. Thus in glass-bottle factories and certain table-ware factories, manufacture is organised in successive shifts working day and night.

Further, in certain cases where pot furnaces are used, the minding of the furnaces and the manipulation of the glass, whether by hand or machinery, may be organised in two shifts.

In order to facilitate the organisation of work in shifts, provisions have in many cases been adopted to allow of spreading the normal regulation hours of work over a sufficiently long period.

In *Australia* the normal working hours of watchers and workers employed on glass-producing machines are divided into three shifts, the morning shift working 45 hours in the week, and the afternoon and night shifts 40 hours in the week each, giving a total of 125 hours over three consecutive weeks. For furnacemen the hours are spread over 4 weeks, subject to a maximum of 176 hours.

In *France* the public administrative regulations provide that undertakings or parts thereof may distribute the 48 hours of actual work per week unequally over the working days, subject to a maximum daily limit of 9 hours, in order to allow of a half-day's rest a week. Further, in automatic glass works, hours of work may be arranged over a period of three consecutive weeks for glass works employing three shifts, and over one of four consecutive weeks for those employing four shifts, provided that the total number of hours of work does not exceed 144 hours divided into 18 spells in the first case, and 192 hours divided into not more than 24 spells in the second.

In *Italy*, in continuous processes in bottle and insulator factories other than the minding of furnaces, the workers are organised in

four shifts and hours are spread over four weeks at the rate of three 40-hour weeks and one 48-hour week, giving an average working week of 42 hours

In the *Netherlands* in mechanical bottle factories hours are fixed at 144 over three weeks and may in no case exceed 54 in the week.

In the *United States* the codes of fair competition provide that the average working week, which, as stated above, is 40 hours, may in no case exceed 48 hours and must be averaged over a period of 13 weeks in the glass-ware industry and over six months beginning on 1 January and 1 July each year in the glass container industry

In some undertakings, not only the minding of furnaces and gas producers, but also manufacture properly so called, is continued on Sundays. Thus in some countries the manufacture of bottles in automatic glass works may be continued on Sundays, while in others, such as the *Netherlands*, the regulations provide that in automatic bottle factories the staff may not work on Sundays

In *Czechoslovakia* continuous processes are interrupted during 8 hours on Sundays after a week of 160 hours, and each worker works a maximum of 40 hours a week

6. Making up Lost Time

In the glass industry in particular, exceptional circumstances may interfere with the timetable and lead to a temporary stoppage. The regulations of certain countries allow of making up lost time for specified reasons, such as accidents to plant, failure of driving power, catastrophes, bad weather, public holidays

In *Austria* the extension of hours under this head must be effected during the same week or the week following that in which the time was lost. In no case may hours exceed 10 a day or 96 during two consecutive weeks

In *France* lost time may be made up in one of the three following ways:

- (a) If the stoppage does not exceed one day, the lost time may be made up within a fortnight dating from the day when work is resumed,

- (b) If the stoppage does not exceed one week, the lost time may be made up within 50 days dating from the day when work is resumed,
- (c) If the stoppage exceeds one week, the making up of lost time may be continued beyond the limits specified above.

In no case may the working day exceed 10 hours.

In *Germany*, in hollow-glass works, lost time may be made up during the same or the following week, but only by workers whose hours do not exceed 9 in the day.

In *Italy* in the white-glass industry, lost time must be made up within 20 days from the date of the resumption of work, but the overtime so worked may in no case exceed one hour a day

Provision for the making up of lost time is made, therefore, only in the regulations in force in Austria, France, Germany and Italy

7. Exceptions

REASONS FOR AND LIMITATION OF OVERTIME

The following exceptions to normal hours of work are provided in the special regulations for the glass industry

In *Austria* the collective agreements contain a clause under which those workers whose hours it is difficult to supervise, e.g. chauffeurs, drivers, etc., or whose work consists essentially in mere attendance, e.g. night watchmen, porters, etc., may regularly work any extra time required by the nature of the work and this is considered to form part of their normal hours of work

In *Czechoslovakia*, besides the exceptions allowed under general legislation, the collective agreements for the glass industry specify that overtime may be required in the case of a worker being absent from a shift owing to sickness or for any other urgent reason

In *France* the public administrative regulations authorise permanent exceptions for technical requirements, preparatory or complementary work, intermittent work, or work the duration of which owing to its nature cannot be exactly determined, and in the event of unforeseen absence of a member of a shift. In addition, temporary exceptions are allowed for the prevention of

accidents, to meet exceptional pressure of work, and for reasons of public interest.

In *Germany* the collective agreement for hollow-glass works allows overtime to meet "special requirements" or "in urgent cases".

In *Italy* the collective agreements for the different branches of the glass industry (bottles, flasks, table ware) contain a clause, in conformity with legislation on hours of work in industry, under which hours may be extended for a specified period by agreement between the parties. In accordance with the national agreement of 11 October 1934 concluded between the confederations of employers and workers, however, overtime is in principle abolished except in special cases and then on condition that it is not continuous and does not recur at regular intervals

In *Spain* the standards of employment for Barcelona bottle factories provide that overtime may be worked if there are no other workers in the trade available.

In *Sweden* the collective agreement for bottle and table ware factories provides for the possibility of working overtime within the limits fixed by the general hours of work legislation

In the *United States* the codes of fair competition authorise the averaging of hours of work over a period of more than one week so as to allow, among other things, of meeting an urgent demand without exceeding the average hours. The code for the glass container industry, however, allows an exception by which a plant may be operated 7 days per week to meet emergency needs for containers required for seasonal products, where the limitation to six days would result in curtailment of employment or loss of perishable commodities.

The special regulations for the glass industry sometimes limit the amount of overtime allowed.

In *France* the exceptions to the normal hours of work are enumerated in the public administrative regulations for the glass industry. The daily hours of work may be extended in the cases and under the conditions specified below.

Work of enginemen, electricians and stokers employed in connection with the power supply, lighting, the heating of workplaces, and lifting apparatus: not more than $1\frac{1}{2}$ hours; 2 hours on each day following a general stoppage

Work of persons employed regularly or occasionally, during stoppages of production, in the maintenance and cleaning of furnaces, engines and all other apparatus which cannot be stopped independently during the general work of the undertaking owing to the inter-connection of operations: not more than 1 hour, provided that these workers may be required to work 12 hours on days when the general work of the undertaking is usually suspended and on the days preceding these.

In non-continuous departments, the work of persons specially engaged in operations which for technical reasons cannot be stopped at will, when it has not been possible to finish the said operations within the period fixed by the regulations owing to exceptional circumstances: not more than 2 hours

Work of a charge-hand or specially skilled worker whose presence is indispensable to the carrying on of operations in a workshop or to the working of a shift, in the unforeseen absence of his substitute, pending the arrival of another substitute: during the absence of the person to be replaced.

Work of a charge-hand or specially skilled worker whose presence is indispensable to the co-ordination of the work of two successive shifts: 1 hour beyond the limit fixed for the general work of the shift.

Work of furnacemen or teasers, pot fillers or melters ¹: the hours of work may be extended by a period not exceeding half their normal duration on the day when the change-over of shifts is effected, provided that this change shall not take place at intervals of less than a week.

Work of melters at pot furnaces where melting is taking place only at night ¹: nine complete batches a fortnight, provided that the hours on duty shall not exceed 14 hours a day and a total of 117 hours a fortnight

Work of batch mixers and of pot fillers who are also batch mixers ¹: not more than 1 hour.

Work of persons specially employed in the operation known as "setting the pot" ¹: time required for the operation of "setting the pot".

Work of charge-hands and specially skilled workers in preparation for the work of the undertaking not more than 2 hours

¹ The exceptions granted in the case of furnacemen are mentioned for purposes of international comparison in the table on p 38 giving the hours of work of furnacemen

Work of persons specially employed in hot processes for the purpose of ensuring the continuous feeding of automatic machines not more than 2 hours

Work of foremen and workers and salaried employees specially engaged in the examination and testing of automatic machinery, the adaptation of new models and the reception of all apparatus, and the work of fitters responsible for the adjustment of the moulds not more than 2 hours

Work of persons engaged in the loading or unloading of wagons or boats, in cases where the exception provided is necessary and sufficient to admit of the finishing of the said work within the time limit not more than 2 hours

Work of caretakers, watchmen, pointsmen, staff of the railways of the undertaking, motor-drivers, carters, delivery men, storemen, warehousemen, the fire brigade, persons engaged in the medical and other services for the benefit of the workers and employees of the undertaking and their families not more than 4 hours, provided that such extension shall not cause a reduction below 12 hours of the uninterrupted rest period between two working days.

Time-keepers, office messengers and similar workers not more than 1 hour

Persons employed in cleaning the premises not more than 1 hour

Further, temporary exceptions of hours may be allowed in the following conditions

Urgent work which must be carried out immediately in order to prevent impending accidents, for salvage purposes, or to repair accidental injuries to the plant, equipment, or buildings of the undertaking unlimited extension on any one day chosen by the employer, on subsequent days 2 hours beyond the limit fixed for the general work of the undertaking

Work carried out in the interests of national safety or defence or of the public service, under an order from the Government certifying the necessity for the exception the limit to be fixed in each case by agreement between the Minister of Labour and the Minister ordering the work

Urgent work with which the undertaking has to deal (exceptional pressure of work) 150 hours a year, an extension amounting to less than half an hour is reckoned as half an hour The daily

hours of work may in no case be increased by the extension beyond 10 hours

In *Germany* the instructions issued for the bottle industry merely refer to the limits fixed for exceptions to the statutory regulations. On the other hand, the collective agreement for the hollow-glass ware industry states that in accordance with the Act the employer may require one hour's overtime a day and 6 hours' overtime a week.

In *Italy*, the collective agreements for the different branches of the glass industry provide that in conformity with the provisions of the legislation in force the regulation normal hours may be exceeded during a period of not more than nine consecutive weeks, on condition that the overtime so worked does not exceed an average of 12 hours a week. As mentioned above, however, the agreement of 11 October 1934 abolished overtime in principle, except in special cases, and then on condition that it is not continuous and does not recur at regular intervals.

In the *United States* the code for the glass container industry authorises the extension of working hours from 40 to 48 in the week, provided that an average of 40 hours over any one month is not exceeded.

OVERTIME PAY

Extensions of hours usually give a right to overtime pay at a rate above the normal; the increase in the rate of pay is often greater for night work and work on Sundays and holidays.

Certain regulations, for instance in *Austria*, *Germany* and *Italy*, specify that overtime consists of all work done outside the ordinary working day, while others, for instance in the *United States*, define overtime as the hours worked in excess of the regulation normal working week. When, as is often the case for work done in successive shifts, hours of work are averaged over a period of weeks, overtime is generally taken to be the hours worked in excess of the normal number for the period.

Sometimes the regulations specify the kinds of overtime which give rise to an increase on the ordinary rates of wages. Thus in *Austria*, according to certain collective agreements, only overtime formally ordered by the employer is paid at higher rates. According to the agreement for glass-bottle works in *Czechoslovakia* overtime is defined as the work done in excess of 8 hours a day and 40 hours a week in the case of continuous processes and of forty-two hours a week in that of other processes. Finally, in *France* the public

administrative regulations provide for increased pay only in the case of extensions of hours necessitated by exceptional pressure of work.

The rates of overtime pay fixed by regulations for glass-bottle and table-ware factories differ considerably from one country to another, as appears from the following table.

RATES OF OVERTIME PAY

Country	Scope	Percentage increase for overtime on ordinary working days	Percentage increase for night work	Percentage increase for Sunday and holiday work
Australia	Bottles	For first 2 hours 50 For subsequent hours 100		100 Furnacemen for first 2 hours, 75 for subsequent hours, 150
Austria	Glass works	25	50	Holidays 25 Sundays 50
Czechoslovakia	Bottles, table-ware	25	Between 10 p m and 5 a m 50	50
France	All kinds of glass	In accordance with existing agreements and custom		
Germany	Bottles	For first 2 hours 25 For subsequent hours 50		50
	Hollow glass	For the first hour 20 For subsequent hours 25	After 8 p m 50	50
Italy	Bottles	For first 2 hours 25 In exceptional cases for the next 2 hours 25 After 4 hours 50		50
	Table-ware (white glass)	Skilled workers 30 Assistants for first 2 hours, 25 and for subsequent hours, 30	For skilled workers and assistants (between 10 p m and 6 a m) 30	50
	Flasks	For first 2 hours 25 For subsequent hours 50		
Netherlands	Glass works	According to collective agreements and number of hours of overtime 15—50	50	100
Sweden	Bottles	37	75	100
	Table-ware	37	75	75
United States	Glass containers	50		

8. Application of Regulations

General legislation on hours of work often contains provisions on the application of the regulations whereas the special regulations for the glass industry contain such provisions only in two countries, *France* and the *United States*.

In *France* the public administrative regulations for the glass industry provide that in each undertaking workers and salaried employees may not be employed otherwise than as shown in a time-table showing the arrangement of the hours of work for each day and, if need be, for each week or any other period. The time-table must state the hours at which each period of work begins and ends. Any alteration in the arrangement of hours of work necessitates a formal alteration of the time-table. The head of the undertaking or his representative must date and sign the time-table, which must be displayed in legible characters in a conspicuous position in every workplace to which it applies. A duplicate copy of the time-table and the amendments made from time to time must be forwarded in advance to the departmental inspector of labour. When work is organised in shifts the names of the workers in each shift must be shown either on a notice posted up or in a special register always kept up to date and placed at the disposal of the Labour Inspectorate.

In the *United States* each code of fair competition provides for the appointment of a special body to administer the code and the National Industrial Recovery Act in so far as it affects the industry in question. This code authority may require employers to supply any information it needs. At the request of the President of the United States or of the Administrator or the competent authority designated by the President or Administrator, it must submit reports dealing among other things with the application of the hours of work provisions. Any violation of a provision of a code of fair competition or any false or incomplete report constitutes a method of unfair competition and renders the offender liable to the penalties provided for that offence.

III. — ACTUAL HOURS OF WORK

1. Extent of Application of Various Shift Systems

The following table, which is based on the replies given by Governments to the questionnaire addressed to them by the Office

in 1931, shows the shift systems practised in those glass works manufacturing bottles, table-ware and pressed and blown ware by *automatic machines* for which information could be obtained.

SHIFT SYSTEMS IN BOTTLE, TABLE-WARE AND PRESSED AND
BLOWN GLASS-WARE FACTORIES

Country	Number of auto- matic machines	Number of under- takings	Average working week (hours)	Observations
<i>System of three 8-hour shifts</i>				
Australia: New South Wales	20	2	41½ ¹	One bottle factory and 1 flint glass factory
Austria	1	1	48	1 Owens machine
Belgium	14	1	48	6 Lynch and 8 Boucher machines
Brazil ²	15	2	51h 25	1 undertaking used 3 Lynch machines and 6 Hartford machines
Canada ³	30	2	48	Figures for certain under- takings only
Cuba	3	1	56	—
Czechoslovakia ⁴	11	—	—	Owens machines
Denmark	3	1	48	Owens machines
France	124	—	48	Number of undertakings not given
Germany ⁵	47	11	48	—

¹ In a period of three weeks the workers worked 40, 40 and 45 hours or 125 hours in all, giving an average working week of 41½ hours

² The Brazilian Government stated that the only figures available were those of the general census of 1920. It reported nineteen glass works, mostly medium-sized undertakings, producing all classes of bottles, flasks and ordinary and high-class table-ware. Automatic machines were used in some of the undertakings but it was impossible to say how many. The Government accordingly gave particulars only of two undertakings using automatic machines. In one of them the machine-minders and all the machine staff worked an average week of 51 hours 25 minutes and furnacemen (melters, gas producer men, firemen) 58 hours 45 minutes

³ In one of the undertakings 8 hours' overtime were worked every three weeks in addition to the 48 hours a week

⁴ It will be noted that the information in this table refers to 1931, that is to say before the 40 to 42-hour week was introduced in bottle factories in Czechoslovakia

⁵ The working week was 48 hours in all undertakings except those working continuously. In one of these undertakings the worker worked, during a period of three weeks, successively 60, 60 and 48 hours, giving an average of 56 hours a week. The weekly average was the same for the other undertakings but included six breaks of 40 minutes

SHIFT SYSTEMS IN BOTTLE, TABLE-WARE AND PRESSED AND
BLOWN GLASS-WARE FACTORIES (*continued*)

Country	Number of auto- matic machines	Number of under- takings	Average working week (hours)	Observations
Great Britain ^a	—	—	—	
Netherlands :	10	4	48 52	The number of machines and of undertakings not given, but only the ar- rangements in force
Poland	—	—	—	Bottle factories For workers feeding ma- chines
Rumania	32	—	56	
Spain	6	2	48	—
Switzerland	18	1	48	2 bottle machines, 2 auto- matic presses and 2 table- ware machines
United States	3	2	56 [*]	Figures for certain under- takings only
Yugoslavia	340	104	—	—
Australia:	8	1	48	—
New South Wales	System of four 8-hour shifts			—
France	1	1	42	—
Great Britain ^a	13	3	42	—
Norway	46	—	42	—
	2	1	42	—

^a Two undertakings were reported which worked 48 hours in the week (one of them stated that furnacemen worked 56 hours). In a third undertaking the hours of the workers over a period of six weeks were successively 48, 56, 40, 56, 48 and 56 a week, giving an average working week of 50½ hours, while in another undertaking the hours over a period of three weeks were successively 50, 50 and 43, giving an average working week of 47½ hours.

^b With the system of three 8-hour shifts in automatic bottle works in which work was suspended on Sundays skilled workers employed in actual manufacture worked not more than 48 hours at night or 54 hours in the week. The maximum for three weeks was 144 hours, giving an average working week of 48 hours. The maximum for three weeks was worked 52 hours in rotation, over a period of three weeks, workers feeding the machines.

^c Each shift worked a 48-hour week for five weeks, a 40-hour week for a further five weeks, the workers having a 32-hour week for the remaining two weeks of the cycle, during these last two weeks sorters were given an extra shift of 8 hours of other work, so that their working week was slightly longer. In another undertaking the average working week was 43½ hours for a period of five weeks, each worker having four 40-hour weeks and one 56-hour week. Melters in a third undertaking had an average week of 42 hours, made up of six spells of 8 hours followed by two spells off.

2. Description of Shift Systems in Practice

The principal shift systems in operation at the time of the enquiry made by the Office are described briefly below

WORK IN SUCCESSIVE SHIFTS WITH A WEEKLY SUSPENSION

System of Three 8-hour Shifts

(a) Work is carried on continuously from 7 a.m. on Monday to noon on Saturday; all the spells are of 8 hours except the first on Monday, which is of 9 hours (from 7 a.m. to 4 p.m.), and the last on Saturday, which is of 4 hours only (from 8 a.m. to 12 noon). Over a period of three weeks the weekly hours of work are successively 45, 40 and 40 hours, giving a total of 125 hours and a weekly average of $41\frac{2}{3}$ hours. The rotation of shifts is on a weekly basis and the interval between two successive spells by the same shift is 16 hours.

(b) Work is carried on continuously from 6 a.m. on Monday to 5 p.m. on Saturday, all the spells are of 8 hours except the last one on Saturday, which is of 3 hours only. Over a period of 3 weeks the weekly hours of work are successively 48, 43 and 40 hours, giving a total of 131 hours and a weekly average of $43\frac{2}{3}$ hours. The rotation of shifts is on a weekly basis. The interval between two successive spells by the same worker is 16 hours and work is always suspended for 37 consecutive hours.

(c) Work is carried on continuously from 4 a.m. on Monday to 5 p.m. on Saturday, all the spells are of 8 hours except the last one on Saturday, which is of 5 hours only. The working week is successively 48, 45 and 40 hours, giving a total of 133 hours in three weeks and a weekly average of $44\frac{1}{3}$ hours. The rotation of shifts is on a weekly basis. The interval between two consecutive spells by the same worker is 16 hours and work is suspended every week from 5 p.m. on Saturday to 4 a.m. on Monday, i.e. for 35 consecutive hours.

(d) Work is carried on continuously from 6 a.m. on Monday to 6 a.m. on Sunday, all the spells are of 8 hours and the working week is always 48 hours. The rotation of shifts is on a weekly basis. The interval between two consecutive spells by the same worker is 16 hours, and in a period of three weeks there are two weekly rests of 48 hours and one of 24 hours, or two of 32 hours and one of 56 hours.

(e) Work is suspended only every second Sunday for 20 hours, from 8 a.m. to 4 a.m., and is divided among three regular shifts and one relief shift. Over a period of two weeks the regular shifts work twelve spells of 8 hours or an average of 48 hours a week; and the relief shift, formed of workers taken from the various departments, replaces each of the regular shifts one day every two weeks and, in addition, works a half-spell on the machines from 4 a.m. to 8 a.m. on Sunday. The members of the relief shift complete their week in their own departments. Each week the workers have a rest period of 40 hours and in the week during which all work is stopped the three shifts have rest periods of 32, 40 and 48 hours respectively.

(f) The undertakings suspend work for 16 hours on Sunday. In this case several variants are possible.

- (1) Five workers out of six (in turn) and one relief man work 40 hours a week for two consecutive weeks, the sixth worker working 48 hours; in the third week all the workers, including the relief man, work 48 hours. The weekly rest coincides with Sunday two weeks out of three and is 24 hours for two weeks, and 48 hours the third. In addition, within each shift the employment of individual reliefs allows five workers out of six in turn to take 40 hours' rest two weeks running and all six workers to take 40 hours the third week.
- (2) Work is suspended from 6 a.m. to 10 p.m. on Sunday and the working week of the regular shifts and the relief shift is always 48 hours. In this case, for each group of two furnaces there are six regular shifts and a seventh or relief shift, which one day a week replaces one of the shifts at each furnace; in addition, the seventh shift does 32 hours a week in the workshop. At the week-end, the workers have rest periods of 24, 24 and 48 hours in turn. In addition, each week the shift relieved has a certain break.
- (3) The working week is always 48 hours and work is suspended on Sunday from 8 a.m. to midnight. A relief shift, formed from the various departments, works two half-spells of four hours on Sunday morning and Monday morning; in addition, the members work 8 hours a week on the machines and 36 hours in their own departments. The weekly rest averages 40 hours, of which at least 20 hours fall on Sunday. The relief shift takes its rest in rotation.

(4) The undertaking suspends work from 10 a.m. on Sunday to 2 a.m. on Monday. Over a period of three weeks the average working week is $47\frac{1}{2}$ hours allowing for a half-hour break in each spell. When the shifts change over the workers have a rest period of 32 hours, which coincides with Sunday two weeks out of three

(g) Work is suspended every second Sunday for 12 hours from 8 a.m. to 8 p.m. It is divided between three regular shifts and one relief shift formed of workers from various departments. Over a period of two weeks the regular shifts work 92 hours in $11\frac{1}{2}$ spells, and the average working week is thus 46 hours. The members of the relief shift work six relief spells and six spells in their own departments. The workers have a weekly rest of 40 consecutive hours, during which time they are replaced by the relief shift. When this rest includes the Sunday when work is suspended, it amounts to 48 hours. On this day the other two shifts have 24 hours' rest. The relief shift rests on Sunday.

(h) Finally, work can be suspended for 8 hours on Sunday from 8 a.m. to 4 p.m. One day a week a relief shift replaces two of the three regular shifts. These work five, six and seven spells of 8 hours, or a weekly average of 48 hours over a period of three weeks. On four days a week the relief shift is employed on machine maintenance work. The workers have a weekly rest of 24 hours, which falls on Sunday every third week. In addition, thanks to the relief shift, two of the three regular shifts have a rest period of 40 consecutive hours

WORK IN SUCCESSIVE SHIFTS WITHOUT A WEEKLY SUSPENSION

System of Three 8-hour Shifts

When three shifts of 8 hours are worked in unbroken sequence for more than one week, the rotation of shifts can be ensured by means of four consecutive spells of 12 hours from Saturday to Monday

With this system each shift has rest periods of 24 hours from 6 p.m. on Saturday to 6 p.m. on Sunday, alternating with rest periods of 32 hours from 6 a.m. on Sunday to 2 p.m. on Monday. In addition, it takes a compensatory rest of 32 hours preceding the Sunday on duty, from 10 p.m. on Friday to 6 a.m. on Sunday. In the course of three weeks each shift works fifteen spells of 8 hours

and four spells of 12 hours or a total of 168 hours. The working week is successively 56, 60 and 52 hours, an average of 56 hours.

Another system of rotation is to bridge the Sunday by means of two spells of 10 hours and one of 12 hours. The interval between two consecutive spells by the same shift is 16 hours. In the course of three weeks each shift has one rest period of 56 hours from 6 a.m. on Saturday to 2 p.m. on Monday and one Sunday rest of 12 hours from 8 a.m. to 8 p.m., and it works seventeen spells of 8 hours, one of 12 hours and two of 10 hours, making a total of 168 hours. Its working week is successively 68, 40 and 60 hours, an average of 56 hours.

When the work is done by three 8-hour shifts, the rotation of shifts can also be effected by means of a spell of 16 hours on Sunday. In this case, each shift has a rest of 16 hours between two spells and in the course of three weeks two rests of 24 hours, one from 10 p.m. on Saturday to 10 p.m. on Sunday, and the other from 6 a.m. on Sunday to 6 a.m. on Monday. The three weeks comprise nineteen spells of 8 hours and one of 16 hours, a total of 168 hours. Each shift works successively 64, 56 and 48 hours a week, an average of 56 hours.

The rotation of shifts can also be effected, without lengthening the spells of work, by shortening the interval between two spells one week and lengthening it the next. Each shift has a rest of 16 hours between two consecutive spells and in the course of three weeks one rest of 32 hours from 10 p.m. on Saturday to 6 a.m. on Monday, while the other two Sundays include a rest of only 8 hours between two consecutive spells. Over the three weeks the work is divided into twenty-one spells of 8 hours, giving a total of 168 hours, with each shift working successively 64, 56 and 48 hours a week, or an average of 56 hours.

Another method makes it possible to give each shift 56 consecutive hours of rest every three weeks, for instance, from 2 p.m. on Saturday to 10 p.m. on Monday. This means that each shift has two short rest periods of 8 hours and two of only 12 hours, whereas the normal interval between two spells is 16 hours. In the course of three weeks each shift works eighteen spells of 8 hours and two spells of 12 hours, giving a total of 168 hours, the working weeks being successively 48, 60 and 60 hours or an average of 56 hours.

There are also various methods of reducing the average working week to 48 hours by means of auxiliary shifts.

(1) The shifts are changed over on Sundays by reducing the rest periods of two consecutive shifts to 8 hours, the third shift

having 32 hours' rest. The weekly rest within each shift is ensured by introducing spare hands or reliefs. Usually there is one relief for every gang of six workers or part of a gang, the surplus reliefs being employed on other work when not relieving. In this way each worker has a rest of 40 hours which includes Sunday about one week in seven.

(2) The shifts are changed over on Sunday by reducing two rest³ periods of each shift in turn to 8 hours, the other two shifts having 24 hours' rest. In addition to this rest period of 24 hours enjoyed on Saturday to Sunday by two shifts alternately each shift has a rest of 40 consecutive hours during the week, being replaced for this period by a relief shift.

(3) Rotation is ensured by a relief shift recruited from the different departments and replacing each of the three regular shifts in turn one day a week. Over a period of three weeks each worker thus has two rests of 40 hours and one of 24 hours, one of the 40-hour rests including Sunday once every three weeks. Another variant of this system comprises two rests of 48 hours and one of 24 hours when the shifts change over, the relief shift working from 6 a m to 2 p m on three consecutive days.

(4) A half-strength relief shift replaces half a regular shift on six days a week, and the shifts change over on Sunday. Each worker thus has a weekly rest of 40 hours, but every six weeks two rests are consecutive and he has 56 hours. The rests include Sunday once in six weeks. The weekly rest of the half-strength relief shift is 32 hours and always includes Friday. With this method the working week (48 hours) is invariable.

(5) The shifts as a whole do not change over at all. The individual workers change shifts after each day of weekly rest which they are enabled to take by the employment of individual reliefs. The weekly rest is always 24 hours. The average working week is less than 48 hours because each spell of work is interrupted by a break, during which supervision is carried on by a foreman (principal blower or his deputy). Further, the carriers seldom work more than 30 minutes in the hour.

System of Four Shifts

(1) With the system of four shifts of 6 hours, the Sunday can be bridged by means of three shifts working 8 hours while the fourth is off duty. The interval between two consecutive spells

by the same shift is 18 hours. In the course of four weeks each shift has one rest of 36 hours from 6 p.m. on Saturday to 6 a.m. on Monday and one of 32 consecutive hours following the Sunday on duty, from 4 p.m. on Sunday to Monday midnight, and it works twenty-four spells of 6 hours and three of 8 hours, giving a total of 168 hours. The working weeks are successively 44, 44, 44 and 36 hours, giving an average of 42 hours

(2) There may also be four shifts of 8 hours working continuously for more than a week. If they follow on regularly, the rotation is automatic. Each day the shifts resume work 8 hours later than the day before, and so always have an unbroken rest of 24 hours between two consecutive spells. With this system, too, the average working week is 42 hours

(3) Another method is to have four shifts of 8 hours, three of which work during the same part of the day for three consecutive days, the spells of work being separated by 16 hours' rest. The first three-day period is followed during the course of four weeks by two rest periods of 48 consecutive hours, then one of 24 hours, then again two of 48 hours and one of 24 hours, and finally, one of 40 hours. During the four weeks each shift thus has four rest periods of 48 hours, two of 24 hours and one of 40 hours. It works twenty-one spells of 8 hours, or a total of 168 hours. The working weeks are successively 48, 40, 40 and 40 hours, giving an average of 42 hours.

(4) The work is divided between four shifts working 8 hours each with rest periods of 16 hours. Each day one shift rests, and thus over a period of four weeks the workers have three rests of 64 hours and one of 36 hours. During these four weeks each shift works twenty-one spells of 8 hours, giving a total of 168 hours, and the working weeks are successively 40, 40, 40 and 48 hours, giving an average of 42 hours.

(5) The work is divided between four 8-hour shifts in such a way that in a period of four weeks each shift changes its time-table three times and the rest intervals are of 16 hours. Each shift begins by working seven successive night spells, followed by a rest period of 48 consecutive hours; in the next ten days, it works seven day spells; then, after a rest of 24 consecutive hours, it works the evening spell for a week and completes the cycle with a rest of 72 consecutive hours. In a period of four weeks each shift has, besides sixteen rest intervals of 16 hours, five rest periods of 72, 64, 48, 40 and 24 hours respectively. It works twenty-one

spells of 8 hours, giving a total of 168 hours, and its working weeks are successively 56, 40, 40 and 32 hours, giving a weekly average of 42 hours

IV. — GENERAL SURVEY AND PROBLEMS RAISED BY INTERNATIONAL REGULATION

1. Suitability for International Regulation

As was pointed out in an earlier Section, the Conference has already successfully dealt with the regulation of hours of work in one branch of the glass industry, by the adoption of the Sheet Glass Works Convention, 1934, and has contemplated further action with regard to other branches. The industry as a whole presents considerable diversity, since it includes, in addition to the sheet-glass works already dealt with, factories for the manufacture of bottles, table-ware and crystal glass, cast and rolled glass (mirror glass, printed and coloured glass), glass beads and fancy articles, glass tubing, and other glass-ware, and also covers the shaping, cutting, polishing and decoration of glass. In selecting the glass-bottle branch of the industry the Governing Body chose the branch in which it seemed most probable that agreement might speedily be reached. Glass-bottle manufacture has been revolutionised by the introduction of automatic machinery, but this development, now almost complete, began over a decade ago, so that the industry has had time to adapt itself to the changed conditions. In fact in several countries hours of work already conform to the standard which was established in 1934 for sheet-glass works and which would presumably serve as a model for the new regulations.

Nevertheless, bearing in mind the desirability of reaching early agreement, it does not seem expedient to try to deal at once with all forms of glass-bottle manufacture but to limit the immediate action to be taken to the production of glass bottles by means of automatic machines. The temporary exclusion of certain forms of glass-bottle manufacture presents no serious inconvenience and offers some decided advantages.

The substitution of automatic machinery for the older methods of bottle manufacture has not been complete, as in sheet-glass manufacture, since the use of automatic machinery is profitable

only in large-scale production, and glass-bottle works have gradually specialised, so that in fact all small orders for non-standardised types of bottles go to works which still use the old methods of manufacture. The result is that there is no serious competition between automatic glass-bottle works and the rest, a point of very great importance for the proposed international regulations.

Secondly, the production of bottles by automatic machinery is by far the most important, not only from the point of view of the quantity produced, but also from that of the number of workers employed in the firms using this machinery.

Thirdly, the organisation of work in automatic glass-bottle works is totally different from that in force in other glass-bottle works, since tank furnaces are used for melting the glass, and work is therefore continuous day and night, and must be organised in successive shifts. It is true that one aspect of the proposed regulations, which was for long the subject of controversy, namely the weekly rest in glass works using tank furnaces, was the principal reason for the failure of the attempts made by the International Labour Conferences in 1924 and 1925 to arrive at an international regulation; but since then the situation has changed, and now there are in existence a certain number of national measures which have reduced hours of work in glass-bottle factories. It seems that the experience gained from these ought to help the Conference to reach a satisfactory decision on the difficult question of the Sunday rest.

If, in view of these considerations, the Conference should decide on the adoption at its Nineteenth Session of a Draft Convention restricted to glass-bottle manufacture by automatic machines, it might take up at a later stage the consideration of a further Draft Convention applying to all the remaining workers in the glass industry, that is to say, to the workers remaining outside the scope of the Conventions applying to automatic sheet-glass manufacture and automatic bottle manufacture and to the workers in the other branches of the industry.

If, on the other hand, the Conference should decide not to take a final decision at its Nineteenth Session, but to treat the question by the usual double-discussion procedure, and accordingly to settle the list of points on which Governments should be consulted, it would be possible for the Conference next year to consider the adoption of international regulations applying to all workers in glass-bottle factories and not solely to those employed in connection with automatic machines.

The subsequent divisions of this Section make provision to meet both these possibilities

2. Form of the International Regulations

In the case of automatic sheet-glass works the Conference decided that the international regulations should take the form of a Draft Convention rather than a Recommendation, and it would seem reasonable to anticipate that a similar decision may be taken in the case of glass-bottle manufacture. In this connection it should be remembered that the Eighteenth Session of the Conference invited the Governing Body to place the question of the reduction of hours of work on the Agenda of the Nineteenth Session for the adoption of one or more Draft Conventions.

3. Definition of the Term "Bottle"

When the Governing Body selected "glass-bottle manufacture" for consideration, the wording it used defined with some precision the scope of the regulations which it suggested that the Conference should adopt. What is meant in ordinary language by a bottle is fairly obvious, but the fact remains that in international regulations, which impose strict obligations on the States that ratify them, this term may appear to be lacking in the necessary precision. It has been shown above that the term "bottles" is applied in different countries to containers of different shape, and that in particular, certain types of flask which are considered as bottles in some countries are classified with table-ware in others. It may therefore be found necessary to define the term "glass-bottle manufacture" in such a way as to prevent serious differences of interpretation in the different countries.

It might therefore be desirable to consult Governments as to the meaning to be attached to this term, and their attention should be drawn to the fact that unless it is made restrictive, it would cover undertakings producing certain kinds of glass-ware considered to be bottles, which are manufactured not only in glass-bottle works but also in certain table-ware works.

4. Scope

It has been shown in the preceding pages that the organisation of work in glass-bottle works differs widely according as the glass

is produced in tank furnaces or pot furnaces. In works with tank furnaces the work is organised in successive shifts, and is continuous day and night, with or without a weekly stoppage, as prescribed by the national regulations, whereas in works using pot furnaces melting and manufacture alternate, and work is discontinuous and always interrupted by the weekly rest day.

It would be desirable to consult the Governments on their preference in regard to the three possible regulations on this question of scope. The first would be limited to glass works equipped with tank furnaces producing the articles defined as bottles, and they would apply only to the workers employed in successive shifts upon continuous operations connected with the automatic processes—that is to say, the working of gas producers, tank furnaces, automatic machines and annealing furnaces. The second would cover all the workers in such glass works. Finally, according to the third possibility, the regulations would cover all workers in all glass-bottle works.

While regulations limited to the workers employed in successive shifts in glass works producing bottles by automatic processes—which would be, as it were, the counterpart of the Draft Convention for sheet-glass works—would allow of prescribing a single system of operation, with the other two kinds of regulation, provision would have to be made both for the system of successive shifts and for that of work done only during the day. If, however, it is proposed to cover glass works which produce, in addition to bottles by automatic processes, other articles by other processes, it would be difficult, and no doubt undesirable, to make a distinction between the workers working upon discontinuous operations according as they do or do not produce bottles, by including within the scope of the regulations those who do and excluding those who do not.

The attention of Governments should be drawn to the fact that if the Conference is to consider in the near future new regulations covering all the categories of workers not yet covered in sheet-glass works and glass-bottle manufacture, and all the other branches of the glass industry, the first of the three methods would offer serious advantages in present circumstances.

Regulations which apply only to workers working in successive shifts in glass works automatically making bottles would probably not provide for the exclusion of particular groups of persons, in particular persons occupying positions of management, as they do not usually work in shifts. This question is therefore similar

to that considered in the Sheet-Glass Works Convention, which applies to all persons who work in successive shifts on continuous operations. But if it were proposed to cover all workers in these glass works, or all workers in glass-bottle works in general, Governments would have to be consulted on the possible exclusion of persons occupying positions of management or supervision, or employed in a confidential capacity, an exclusion which is to be found in certain of the Draft Conventions limiting hours of work adopted hitherto.

5. Definition of "Hours of Work"

It has been shown that although the special regulations for the glass industry, as also the general regulations on hours of work, use different terms, they all mean by hours of work the time during which the workers are at the employer's disposal, to the exclusion of rest periods during which they are not at his disposal. The Conventions limiting hours of work in coal mines and in commerce and offices contain this definition.

If the proposed regulations are limited to persons working in successive shifts in automatic glass-bottle works, it will probably be unnecessary to define hours of work, for the persons working in successive shifts are at the employer's disposal for the entire duration of the spell. On the other hand, if the regulations are to apply to all the workers in these glass works, or to all workers in all glass-bottle works, the Governments should be consulted on their readiness to accept, as would appear to be desirable, the definition adopted in the aforementioned Conventions.

6. Limitation of Hours of Work

The material collected in this report shows that in some countries glass-bottle works have already adopted a normal working week of under 48 hours.

In *France*, *Great Britain* and *Norway* the organisation of work in four shifts, with an average working week of 42 hours for the individual worker, has been introduced for persons working in successive shifts on operations connected with the automatic manufacture of bottles. In *Australia* (New South Wales) the working week is 41 hours 40 minutes.

In the *U.S.S.R.* the working day is 7 hours in glass-bottle works and 6 hours for furnacemen ¹.

In *Italy* and the *United States* the working week has been reduced to 40 hours for workers in glass-bottle works. However, in the manufacture of glass-ware in the *United States* and in all glass works in *Italy*, furnacemen are allowed to work 42 hours a week, a figure which clearly implies the organisation of the work in four shifts.

In *Czechoslovakia*, finally, the working week has been reduced to 40 hours for persons employed in continuous processes and 42 hours for other workers in glass-bottle works.

A weekly maximum, fixed at a figure corresponding more or less to those indicated above, might be introduced in the international regulations for glass-bottle works. It appears, however, that the choice of a maximum of 42 or of 40 hours, or of both, must depend on the scope of the regulations.

In the first place, for workers responsible for the minding or upkeep of furnaces in tank-furnace glass works, the technical necessity for continuity of the work on Sundays cannot be questioned, so that the system of four shifts, with an average working week of 42 hours, should be prescribed to the extent that the presence of these workers is indispensable.

Secondly, for workers employed in successive shifts on the minding or upkeep of automatic machines (Owens machines, annealing furnaces, etc.) in tank-furnace glass works, a question of principle would have to be settled. Do the Governments consider that the work of manufacture should be continued on Sundays as on weekdays, or do they wish it to be suspended entirely? The reply to this question will show what hours the international regulations should prescribe for the workers on automatic machines. In the first case, the same system would apply as that for the workers on tank furnaces, namely organisation of the work in four shifts, with an average working week of 42 hours. In the second case, the limitation of hours to an average of 40 in the week would allow of the continuous working of the undertaking day and night during the six weekdays by the employment of 8-hour shifts, it being understood that the work of the persons employed on the automatic machines would be suspended altogether on Sundays.

¹ In the *U.S.S.R.* workers on continuous processes work four days out of five, and those on other processes five days out of six.

If the workers in tank-furnace glass works whose work is discontinuous were to be included in the regulations, the 40-hour maximum might probably be applied to them as well

This would no doubt also be the case if the regulations were to cover bottle works using pot furnaces

To sum up, the Governments might be consulted on the hours of work of the following categories of workers

(a) For glass-bottle works with tank furnaces

Workers employed on the minding or upkeep of tank furnaces and gas producers,

Workers employed on the minding or upkeep of automatic machines,

Other workers

(b) For glass-bottle works with pot furnaces.

Workers employed on the minding or upkeep of gas producers,

Workers employed on the minding or upkeep of pot furnaces,

Other workers

7. Arrangement of Hours of Work

Should the international regulations fix a maximum working day? This would appear to be advantageous from every point of view in the case of persons working in successive shifts in automatic processes in glass-bottle factories, as much as for those whose work is discontinuous. Besides the advantages to health of preventing an excessively long working day, there are technical advantages, for the fixing of a maximum should make it possible to supervise the observation of the regulations more effectively. If the average working week is limited to 40 or 42 hours, the maximum working day might be fixed, apart from exceptional cases, at 8 hours, which would allow of distributing the working hours of the week over five days

For persons working in successive shifts on continuous operations, the international regulations for sheet-glass works contain certain special provisions which might with advantage be included in the regulations now under consideration

The organisation of work in successive shifts implies the fixing of an *average* working week owing to the inevitable periodical

change-over of shifts. The question is, over what period should the average of 42 hours be calculated? The regulations for sheet-glass works fix it at four weeks, account being taken of the fact that if the daily spell is fixed at 8 hours, the workers will have completed their cycle of shifts at the end of four weeks and be ready to begin a new one.

If, however, hours are averaged over four weeks, and especially if the working day is not to be limited too strictly, the rest period between two consecutive spells worked by any worker must be fixed so as to prevent abuses—that is to say, so as to prevent a long day from being worked at certain times; for even if adequate compensatory rests are given at other times, this system could not fail to involve serious disadvantages for the workers. It has been shown above that the rest period between two consecutive spells worked by the individual worker is never less than 16 hours, except in the Netherlands, where it is not less than 15 hours for shifts working on continuous processes in mechanical glass-bottle factories.

It will also be remembered that the Convention for sheet-glass works fixes a period of 16 hours. It provides that “the interval between two spells of work by the same shift shall not be less than 16 hours provided that this interval may where necessary be reduced on the occasion of the periodical change-over of shifts”. The reason for this latitude is the diversity of the methods used to allow of the periodical change-over which makes it impossible for international regulations to specify the minimum rest period on the day of the change-over.

Hence it would seem to be necessary to consult the Governments on the following points:

- (a) the advisability of fixing a maximum working day
 - (i) for persons working in successive shifts;
 - (ii) for other workers,
- (b) the fixing of this maximum;
- (c) the fixing of the maximum period over which the working week may be averaged;
- (d) the fixing of the minimum rest period between two consecutive spells of work by the same worker, subject to any exception that may be necessary on the occasion of the periodical change-over of shifts.

8. Exceptions

The extensions of hours allowed by the special regulations for the glass industry have been enumerated above. There are only a few of them, and the reasons for allowing them generally differ from one country to another. The fact is that the extensions possible under the special regulations are supplementary to those allowed under general regulations, so that glass works can make use of both.

All the international regulations limiting hours of work have so far provided for certain extensions of working hours whatever the nature of the work done. These are the exceptions necessary to prevent serious interference with the ordinary working of the undertaking in case of accident, actual or threatened, or in case of urgent work to be done to machinery or plant, or in case of *force majeure*. It would seem that these should be included in the new regulations whatever their scope.

It seems desirable to consult the Governments on the inclusion in the international regulations of other exceptions. If the regulations are to apply only to persons working in successive shifts on automatic processes in glass-bottle works, there will only be rare occasions for extending working hours, since workers will be present without a break, day and night. An extension would appear to be necessary in the event of the unforeseen absence of one or more members of a shift, as is provided for in the Draft Convention limiting hours of work in automatic sheet-glass works.

On the other hand, if the proposed regulations are to cover all glass-bottle works, it would be desirable to provide for extensions similar to those mentioned in Article 6 of the Washington Convention limiting hours of work in industrial undertakings. There should thus be permanent exceptions for preparatory or complementary work which must necessarily be carried on outside the limits laid down for the general working of the establishment, and for especially intermittent work. In addition, temporary exceptions might be allowed to enable undertakings to deal with exceptional cases of pressure of work. If so, a decision would be required as to whether a maximum for the total overtime allowed for exceptional cases of pressure of work should be fixed (the French public administrative regulations for the glass industry fix it at 150 hours) and as to what should be the rate of increase in pay for such overtime. It will be remembered that the Washington Convention provides that the rate of pay for overtime in industrial undertakings should be not less than one and a quarter times the regular rate.

It is suggested that the Governments should be consulted on the following points

Extension of hours of work.

(a) Whatever the scope of the regulations

To prevent serious interference with the ordinary work of the undertaking in case of accident actual or threatened, or in case of urgent work to be done to machinery or plant, or in case of *force majeure*,

(b) If the scope of the regulations is limited to persons working in successive shifts on automatic processes in glass-bottle manufacture

In the event of the unforeseen absence of one or more members of a shift,

(c) If the scope of the regulations covers all workers in glass-bottle factories with tank furnaces or all workers in all glass-bottle factories

(i) For preparatory or complementary work which must necessarily be carried on outside the limits laid down for the general working of the undertaking,

(ii) For essentially intermittent work;

(iii) To enable the undertaking to deal with exceptional cases of pressure of work,

(d) (i) Limitation of overtime to meet exceptional cases of pressure of work;

(ii) The rate of pay for such overtime

9. Supervisory Measures

It is desirable that international regulations on hours of work should include provisions to facilitate the supervision of their application. The measures in question will relate, among other things, to the working time-table, which should be conspicuously posted up in the undertaking and show the times at which each shift begins and ends work, to the indication of the rest periods allowed during the work, and to the keeping of a record of all overtime worked and the rates of overtime pay.

The Governments might be consulted on the supervisory measures that they would like to see included in the proposed international regulations

CONSULTATION OF THE GOVERNMENTS

Having examined the question from the point of view of its suitability for international regulations, it remains for the Office, in conformity with Article 6 of the Standing Orders of the Conference, to settle as completely as possible the points on which the Governments might be consulted

In the light of the foregoing analysis and the measures on which international agreement seems feasible, the Office has drawn up the following list of the points on which it considers that the Conference might request it to consult the Governments

1. FORM OF REGULATIONS

Desirability of the adoption of a Draft Convention rather than a Recommendation.

2. DEFINITION OF THE TERMS

- (i) Glass-bottle manufacture.
- (ii) Hours of work.

3. SCOPE OF THE REGULATIONS

- (1) As regards undertakings:
 - (a) Regulations covering automatic production of bottles in glass works with tank furnaces;
 - (b) Regulations covering glass works with tank furnaces making bottles;
 - (c) Regulations covering all glass works making bottles;
- (ii) As regards persons:
 - (a) Persons covered;
 - (b) Persons excluded (on the basis of duties).

4. LIMITATION OF HOURS OF WORK

- (i) In the automatic manufacture of bottles in glass works with tank furnaces:
 - (a) For persons employed on the minding or upkeep of tank furnaces and gas producers;
 - (b) For persons employed on the minding or upkeep of automatic machines;
 - (c) For other workers;
- (ii) In other glass works making bottles:
 - (a) For persons employed on the minding or upkeep of tank furnaces and gas producers;
 - (b) For persons employed on the minding or upkeep of pot furnaces;
 - (c) For other workers.

5. ARRANGEMENT OF HOURS

- (i) Fixing of a maximum period over which the working week may be averaged;
- (ii) Desirability of fixing a maximum working day:
 - (a) For persons working in successive shifts;
 - (b) For other workers;
- (iii) Fixing of this maximum;
- (iv) Minimum rest period between two consecutive spells of work by the same worker, subject to any exception that may be necessary on the occasion of the periodical change-over of shifts.

6. EXTENSIONS OF HOURS OF WORK

Inclusion of provisions to authorise the extension of hours of work in the following cases:

- (i) Whatever the scope of the regulations:
 - to prevent serious interference with the ordinary work of the undertaking;
 - in case of accident, actual or threatened, or in case of urgent work to be done to machinery or plant, or in case of *force majeure*,

- (ii) If the scope of the regulations is limited to the automatic manufacture of bottles in glass works with tank furnaces:

in the event of the unforeseen absence of one or more members of a shift;

- (iii) If the scope of the regulations covers all workers in glass works with tank furnaces making bottles or all workers in all glass works making bottles:

(a) For preparatory and complementary work which must necessarily be carried on outside the limits laid down for the general working of the undertaking;

(b) For essentially intermittent work;

(c) To enable the undertaking to deal with cases of exceptional pressure of work.

- (iv) Desirability of limiting the amount of overtime to deal with exceptional cases of pressure of work;

(v) Fixing of this maximum, if any;

- (vi) Rate of pay for overtime worked to deal with exceptional cases of pressure of work.

7. SUPERVISORY MEASURES

(a) Time-table to be posted up;

(b) Rest periods to be mentioned in the time-table;

(c) Records to be kept of overtime.

THIRD PART

BASIS FOR A SINGLE AND FINAL DISCUSSION

This part is designed to enable the Conference, if it should so desire, to take a decision at its Nineteenth Session as to the adoption of international regulations for the reduction of hours of work in glass-bottle manufacture. It therefore gives the text of a proposed Draft Convention submitted by the Office for the consideration of the Conference, together with a commentary explaining the suggested provisions Article by Article.

Before proceeding to the consideration of the proposals submitted in respect of glass-bottle works, the Office feels that it may be desirable to make certain observations of a general character applicable to the proposals it submits to the Conference in respect of all the industries specially mentioned in the item on the Agenda.

In the preparation of proposals for Draft Conventions for consideration by the Conference so that it may, if it so desire, take final decisions at the Nineteenth Session, the Office has had the advantage of being able to profit to some extent by the discussions which took place prior to and during the Eighteenth Session of the Conference. On the other hand, of course, the Office has not had the benefit of the replies of Governments to detailed Questionnaires relating to the particular industries now under consideration, and has therefore not had the usual basis on which to frame its proposals. The main problems the Office has had to solve have been, first, the definition of the scope of the several Draft Conventions to be prepared and, secondly, the adaptation, with a view to meeting the special conditions and requirements of the particular industries, of the provisions contained in the existing Conventions on Hours of Work and in the draft examined, and in general approved, by the Committee of the Eighteenth Session of the Conference.

As regards the first problem, the Office has thought it expedient, in order to facilitate the early adoption of a Draft Convention concerning one or more of the five categories of employment under consideration, to limit the scope of certain of the proposals it

submits to a somewhat more restricted field than the wording of the item on the Agenda might be held to warrant. As regards the second, the Office has given as full consideration as was possible in the circumstances to the actual conditions of work in the various industries, and believes that the detailed provisions of its proposals will be found to be adapted to practical requirements. Nevertheless, the Office recognises that its proposals are inevitably more tentative in character than is usually the case.

Commentary on the Proposed Draft Convention for the Reduction of Hours of Work in Glass-Bottle Works¹

SCOPE OF THE DRAFT CONVENTION

Article 1

1 This Convention applies to persons who, in glass works in which tank furnaces are used, work in successive shifts on the production of bottles and are employed in connection with generators, tank furnaces, automatic machines, annealing furnaces and the removal of bottles from annealing furnaces.

2 For the purpose of this Convention the term "bottles" includes similar articles produced by the same processes as bottles in glass works referred to in the preceding paragraph which are mainly engaged in the production of bottles.

As is indicated above, the Office has considered it expedient in certain cases to restrict within a somewhat narrower scope than the wording of the item on the Agenda of the Conference might warrant the proposals it submits to the Conference for consideration with a view to the adoption of a Draft Convention after a single discussion at the Nineteenth Session. In the case of glass-bottle manufacture, account has had to be taken of the fact that the organisation of the work differs materially according to whether the bottles are manufactured at pot furnaces or at tank furnaces. Where pot furnaces are used, a shift engaged on the melting of the glass alternates with a shift engaged on the making of the bottles, and there is no necessity for work to be carried on continuously. Where tank furnaces are used, however, the making of the bottles is carried on by successive shifts working continuously both day and night, and often without suspending work on the weekly rest day. It is necessary, therefore, to make

¹ The complete text of the proposed Draft Convention submitted by the Office will be found at the end of the volume.

part of the same continuous chain. All the links in the chain of operations are therefore specified in the definition of the scope of the Draft Convention given in paragraph 1 of Article 1, the first link being the work in connection with the generators used for heating the furnace and the last being the work in connection with the removal of the bottles as they come from the annealing furnace. All workers employed at any stage between these two points who work in successive shifts will be subject to the Convention, while those who are employed at an earlier or later stage and do not work in successive shifts will be excluded from its scope.

The second paragraph of the Article takes account of the fact that a works which is normally engaged in the production of bottles by automatic machines fed from tank furnaces may also produce similar articles, such as glass jars, by the same processes and with the same organisation of the work in successive shifts. It would obviously give rise to practical difficulties if the Convention were to cease to be applicable merely because the staff and plant were turned on to the production of jars instead of bottles, and accordingly provision is made in paragraph 2 to ensure that if the works are mainly engaged in the production of bottles the workers concerned will continue to be subject to the Convention even if from time to time they should happen to be making glass vessels that are not strictly speaking "bottles".

LIMITATION OF HOURS OF WORK OF SHIFTS

Article 2

1 The persons to whom this Convention applies shall be employed under a system providing for at least four shifts.

2 The hours of work of such persons shall not exceed an average of forty-two per week.

3 This average shall be calculated over a period not exceeding four weeks.

4 The length of a spell of work shall not exceed eight hours.

5 The interval between two spells of work by the same shift shall not be less than sixteen hours. Provided that this interval may where necessary be reduced on the occasion of the periodical change-over of shifts.

This Article and the two that follow are based on the provisions adopted by the Conference in the Sheet-Glass Works Convention of 1934, the questions that have to be considered in regard to the organisation of the work being in effect similar in automatic glass-bottle works and in automatic sheet-glass works, with the important

difference that in bottle works the week may be of six days instead of seven

On the assumption that, as is in fact the practice in a certain number of countries, work in automatic glass-bottle factories can be interrupted for a weekly day of rest, it would be possible to apply to the workers engaged in them, even though they work in successive shifts, the limit of 40 hours a week adopted in the proposed Draft Conventions relating to the other industries under consideration by the Conference. Examination of the regulations in force in a number of important glass-producing countries shows, however, that Sunday work has been permitted, if the workers concerned agree, in the case of bottle factories that have reduced the hours of work to 42 a week with a four-shift system, the introduction of Sunday work being compensated by the shortening of the working week. The Office therefore suggests that the limit of normal hours of work might be fixed at an average of 42 hours a week on an average, so that the adoption of the international regulations will not be an obstacle to the continuance of this arrangement where it already exists. Accordingly, paragraphs 1 and 2 of Article 2 are drafted so as to permit of working on seven days a week with a maximum for each worker of 42 hours a week, calculated as an average, on condition that the work is organised on a four-shift system. The effect of this provision is that if, in fact, work ceases for the whole or part of the weekly day of rest, the average hours of work of each of the four shifts will be less than 42 a week.

It does not appear either necessary or desirable to include in the Draft Convention rigid regulations as to the particular system or systems of shift-working to be applied. A certain latitude should be allowed to those concerned so that they may adopt the shift system best adapted to their requirements and circumstances. Accordingly, while paragraph 1 of this Article stipulates that there shall be at least four shifts and paragraph 2 fixes a maximum working week of 42 hours on an average, the possibility of choosing between various shift systems is left open by paragraph 3, which provides that the average may be calculated over a period as long as, but not exceeding, four weeks.

Nevertheless, while some latitude may be allowed as to the exact arrangement of hours of work adopted, it is important that the worker should be protected against having to work for excessively long spells with an insufficient period of rest between successive spells. In the case of automatic sheet-glass works

Conference decided to fix the maximum duration of the spell of work by each shift at 8 hours, and paragraph 4 of this Article makes the same provision for the glass-bottle works now under consideration. Similarly, the provision in paragraph 5 concerning the rest period between two successive spells is taken from the Sheet-Glass Works Convention. By fixing the minimum rest period at 16 hours, subject to curtailment to some extent on the occasion of the periodical change-over of shifts if the particular system of rotation adopted so requires, sufficient latitude is given to allow of the organisation of the work according to whatever system may be found convenient, while providing the necessary safeguards for the workers.

EMERGENCY EXTENSIONS OF HOURS OF WORK

Article 3

1. The limits of hours prescribed in paragraphs 2, 3 and 4 of Article 2 may be exceeded and the interval prescribed in paragraph 5 reduced, but only so far as may be necessary to avoid serious interference with the ordinary working of the undertaking:

- (a) in case of accident, actual or threatened, or in case of urgent work to be done to machinery or plant, or in case of *force majeure*; or
- (b) in order to make good the unforeseen absence of one or more members of a shift

2. Adequate compensation shall be granted for all additional hours worked in accordance with this Article

This Article reproduces with a simplification in the form of paragraph 2, the corresponding provision of the Sheet-Glass Works Convention of 1934. It follows the precedent of the general Hours of Work Conventions already adopted and corresponds with the provision made in the other proposed Draft Conventions submitted to the Nineteenth Session of the Conference, in so far as it allows of extensions of hours of work necessitated by accidents and similar emergencies. The provision in clause (b), which appears also in the Sheet-Glass Works Convention, is necessary to take account of the special conditions of work in successive shifts, since in the event of a member of a particular shift failing—owing to some unforeseen cause such as sudden illness or a breakdown in the means of communication—to start work at the appointed time, it may be necessary to call upon a member of some other shift to replace the absentee. In all cases, whether falling under clause (a) or clause (b), the extension of hours must be limited to what is strictly necessary in the circumstances of the case.

ENFORCEMENT OF THE REGULATIONS

Article 4

In order to facilitate the effective enforcement of the provisions of this Convention every employer shall be required·

- (a) to notify, by the posting of notices in conspicuous positions in the works or other suitable place or by such other method as may be approved by the competent authority, the hours at which each shift begins and ends,
- (b) not to alter the hours so notified except in such manner and with such notice as may be approved by the competent authority, and
- (c) to keep a record in the form prescribed by the competent authority of all additional hours worked in pursuance of Article 3 of this Convention and of the compensation granted in respect thereof

This Article makes provision, on exactly the same lines as were adopted in the Sheet-Glass Works Convention, requiring employers to notify in sufficient detail the exact arrangements as to hours of work and to keep a record of all extensions of hours and of the compensation granted therefor. Both the workers concerned and the inspecting authorities will thus be able effectively to control the enforcement of the regulations

* * *

In conclusion, the Office submits at the end of this volume the following texts for the consideration of the Conference, namely

(1) A draft resolution embodying a declaration by the Conference in favour of the principle of the 40-hour week as the general international standard of hours of work, without prejudice to further reduction where circumstances permit, and of the progressive application of this principle over the whole field of employment by a series of Draft Conventions, having regard to the special circumstances of particular groups of establishments or classes of workers (cf pp 13-16),

(2) A proposed Draft Convention making specific provision for the application of this principle in the case of glass-bottle works and including a Preamble which, as explained in Part I (p 15), would be common to the series of separate Conventions and the object of which would be to integrate them into a whole on the basis of the general declaration mentioned above; and

(3) A draft resolution concerning the adjustment of wages and salaries (cf pp 16-19)

DRAFT RESOLUTION ON THE REDUCTION OF HOURS OF WORK

Whereas unemployment has become so widespread and long-continued that there are at the present time many millions of workers throughout the world suffering hardship and privation for which they are not themselves responsible and from which they are justly entitled to be relieved;

Whereas it is desirable that workers should as far as practicable be enabled to share in the benefits of the rapid technical progress which is a characteristic of modern industry,

Whereas in pursuance of the Resolution adopted by the Eighteenth Session of the International Labour Conference it is necessary that a continuous effort should be made to reduce hours of work in all forms of employment to such extent as is possible,

The Conference therefore declares its approval of the principle of the forty-hour week as the general international standard of hours of work and as a guide for the action of the Members of the Organisation, without prejudice to further reductions of hours where circumstances permit,

The Conference will proceed, at the present and subsequent Sessions, to the consideration of a series of Draft Conventions for the progressive application of this principle to the whole field of employment, having regard to the special circumstances of particular groups of establishments or classes of workers

The Conference accordingly decides to refer to a committee for consideration the reports prepared by the International Labour Office on the application of the reduction of hours of work to

- (a) public works undertaken or subsidised by Governments,
 - (b) iron and steel,
 - (c) building and contracting,
 - (d) glass-bottle manufacture,
 - (e) coal mines
-

PROJET DE RÉSOLUTION CONCERNANT LA RÉDUCTION DE LA DURÉE DU TRAVAIL

Considérant que le chômage a pris des proportions tellement étendues et sevit depuis si longtemps qu'il y a actuellement dans le monde des millions de travailleurs en butte à la misère et à des privations dont ils ne sont pas eux-mêmes responsables et dont ils ont légitimement le droit d'être soulagés,

Considerant qu'il serait désirable que les travailleurs soient mis, dans la mesure du possible, à même de participer au bénéfice des progrès techniques dont le développement rapide caractérise l'industrie moderne,

Considerant que, pour donner suite à la résolution adoptée par la dix-huitième session de la Conférence internationale du Travail, il est indispensable de tenter un effort continu afin de réduire le plus possible la durée du travail dans toutes les catégories d'emploi,

La Conférence se déclare en faveur du principe de la semaine de quarante heures comme limite internationale générale de la durée du travail, et comme directive pour les Membres de l'Organisation, sans préjudice des nouvelles réductions que les circonstances pourraient permettre,

Et elle procédera, à la session actuelle et aux sessions suivantes, à l'examen d'une série de projets de convention destinés à assurer l'application progressive de ce principe à l'ensemble de l'activité économique, en tenant compte des conditions particulières à des groupes d'établissements ou à des catégories de travailleurs déterminés

La Conférence décide en conséquence de renvoyer à l'examen d'une commission les rapports préparés par le Bureau international du Travail sur l'application de la réduction de la durée du travail:

- a) aux travaux publics entrepris par les gouvernements ou subventionnés par eux;
 - b) au fer et à l'acier,
 - c) au bâtiment et au génie civil;
 - d) au verre à bouteilles;
 - e) aux mines de charbon
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PROPOSED DRAFT CONVENTION CONCERNING HOURS OF WORK IN GLASS-BOTTLE WORKS

The International Labour Conference.

Having met at Geneva in its Nineteenth Session on 4 June 1935.

Considering that the question of the reduction of hours of work appears on the Agenda of the Session,

Having adopted on June 1935 a resolution declaring its approval of the principle of the forty-hour week as the general international standard of hours of work, and

Having determined to give effect to this reduction forthwith in the case of glass-bottle manufacture,

adopts this day of June 1935, the following Draft Convention:

ARTICLE 1

1. This Convention applies to persons who, in glass works in which tank furnaces are used, work in successive shifts on the production of bottles and are employed in connection with generators, tank furnaces, automatic machines, annealing furnaces and the removal of bottles from annealing furnaces

2. For the purpose of this Convention the term "bottles" includes similar articles produced by the same processes as bottles in glass works referred to in the preceding paragraph which are mainly engaged in the production of bottles.

ARTICLE 2

1. The persons to whom this Convention applies shall be employed under a system providing for at least four shifts.

2. The hours of work of such persons shall not exceed an average of forty-two per week.

3. This average shall be calculated over a period not exceeding four weeks.

4. The length of a spell of work shall not exceed eight hours

AVANT-PROJET DE CONVENTION CONCERNANT LA DURÉE DU TRAVAIL DANS LES VERRERIES A BOUTEILLES

La Conférence internationale du Travail,

S'étant réunie à Genève le 4 juin 1935 en sa dix-neuvième session,

Considérant que la question de la réduction de la durée du travail figure à l'ordre du jour de la session,

Ayant adopté le juin 1935 une résolution en faveur du principe de la semaine de quarante heures comme limite internationale générale de la durée du travail,

Décidée à réaliser dès maintenant cette réduction en ce qui concerne le verre à bouteilles,

adopte, ce jour de juin 1935, le projet de convention ci-après

ARTICLE PREMIER

1 La présente convention s'applique aux personnes qui, dans les verreries à bassins, travaillent par équipes successives, à la production des bouteilles et sont employées aux opérations concernant le fonctionnement des générateurs, fours à bassin, machines automatiques et fours à recuire, ainsi qu'à l'enlèvement des bouteilles des fours à recuire

2 Aux fins de la présente convention, le terme « bouteilles » comprend les objets similaires produits, par les mêmes opérations que les bouteilles, dans les verreries mentionnées au paragraphe précédent, lorsque ces établissements produisent principalement des bouteilles

ARTICLE 2

1 Les personnes auxquelles s'applique la présente convention devront être employées suivant un système comportant au moins quatre équipes

2 La durée du travail de ces personnes ne pourra pas dépasser en moyenne quarante-deux heures par semaine.

3. Cette moyenne sera calculée sur une période ne dépassant pas quatre semaines

4 La durée du poste de travail ne pourra pas excéder huit heures.

5. The interval between two spells of work by the same shift shall not be less than sixteen hours. Provided that this interval may where necessary be reduced on the occasion of the periodical change-over of shifts

ARTICLE 3

1. The limits of hours prescribed in paragraphs 2, 3 and 4 of Article 2 may be exceeded and the interval prescribed in paragraph 5 reduced, but only so far as may be necessary to avoid serious interference with the ordinary working of the undertaking.

- (a) in case of accident, actual or threatened, or in case of urgent work to be done to machinery or plant, or in case of *force majeure*, or
- (b) in order to make good the unforeseen absence of one or more members of a shift

2. Adequate compensation shall be granted for all additional hours worked in accordance with this Article

ARTICLE 4

In order to facilitate the effective enforcement of the provisions of this Convention every employer shall be required:

- (a) to notify, by the posting of notices in conspicuous positions in the works or other suitable place or by such other method as may be approved by the competent authority, the hours at which each shift begins and ends,
 - (b) not to alter the hours so notified except in such manner and with such notice as may be approved by the competent authority, and
 - (c) to keep a record in the form prescribed by the competent authority of all additional hours worked in pursuance of Article 3 of this Convention and of the compensation granted in respect thereof
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5. La durée du repos compris entre deux postes de la même équipe ne pourra pas être inférieure à seize heures; toutefois, cette durée pourra, si cela est nécessaire, être réduite au moment du changement periodique de l'horaire des équipes.

ARTICLE 3

1. Les limites prévues à l'article 2, paragraphes 2, 3 et 4, pourront être dépassées et la période de repos prévue au paragraphe 5 pourra être réduite, mais uniquement dans la mesure nécessaire pour éviter qu'une gêne sérieuse ne soit apportée a la marche normale de l'établissement:

- a) en cas d'accident survenu ou imminent, en cas de travaux d'urgence à effectuer aux machines ou à l'outillage ou en cas de force majeure;
- b) pour faire face à l'absence imprevue d'une ou plusieurs personnes d'une équipe.

2. Une compensation appropriée sera accordée pour les heures supplémentaires effectuées en vertu du présent article.

ARTICLE 4

En vue de faciliter l'application effective des dispositions de la présente convention, chaque employeur devra:

- a) faire connaître au moyen d'affiches apposées d'une manière apparente dans l'établissement ou dans tout autre lieu convenable, ou selon tout autre mode approuvé par l'autorité compétente, les heures auxquelles commence et finit le tour de chaque équipe;
 - b) une fois l'horaire notifié, ne le modifier que selon le mode et la forme d'avis approuvés par l'autorité compétente,
 - c) inscrire sur un registre, selon le mode approuvé par l'autorité compétente, toutes les heures supplémentaires effectuées en vertu de l'article 3, ainsi que la compensation accordée pour ces heures supplémentaires.
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DRAFT RESOLUTION ON THE ADJUSTMENT OF WAGES AND SALARIES

The Conference.

Having adopted a Resolution declaring its approval of the principle of the forty-hour week,

Considering that the application of this principle should not result in lowering the standard of living of the workers,

Invites Governments to take appropriate measures in order to ensure:

- (1) that any adjustment of wages and salaries should be effected as far as possible by means of direct negotiations between the employers' and workers' organisations concerned; and
 - (2) that if agreement between the parties concerned cannot be reached, it should be possible for either of the parties concerned to submit the dispute to bodies competent to deal with wage questions, and further, that where no such bodies exist they should be set up
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PROJET DE RÉOLUTION CONCERNANT L'ADAPTATION DES SALAIRES ET TRAITEMENTS

La Conference,

Ayant adopté une résolution déclarant approuver le principe de la semaine de quarante heures,

Considérant que l'application de ce principe ne devrait pas avoir pour conséquence une réduction du niveau de vie des travailleurs,

Invite les gouvernements à prendre les dispositions appropriées

- 1) pour que toute adaptation des salaires et des traitements se fasse dans la plus large mesure possible par voie de négociations directes entre les organisations patronales et ouvrières intéressées, et
 - 2) pour que, si un accord entre les parties intéressées se révèle impossible, le différend puisse être porté, par l'une ou l'autre des parties intéressées, devant des organismes habilités pour traiter les questions de salaires et pour que, lorsqu'il n'existent pas, de tels organismes soient institués.
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